

# John Michael Hayden

## State of the State Message

Mike Hayden,  
Governor of Kansas  
January 8, 1990

### Introduction

Mr President, Mr. Speaker, members of the Kansas Legislature:

We assembled here just four weeks ago in a special session to grapple with the property tax problem precipitated by reappraisal and classification. For that worthwhile effort, for that good beginning, I recognize and appreciate the cooperation, the bipartisan effort, and the personal sacrifices which were made. Thank you.

Today, I return to my inaugural address of three years ago -- a pledge of fiscal integrity, to operate state government in the black. This pledge was made from deep convictions and a commitment -- from beliefs developed in a small rural Kansas town, and my word and handshake to the people of Kansas who supported me in my election as Governor.

This commitment is as strong today as it was in the campaign of 1986, the inaugural address of 1987, the State of the State Message of 1988, and the State of the State Message in 1989. In fact the resolve is stronger.

Consistent with the State's constitutional constraint to operate on a cash basis, and my conservative fiscal posture, you should know that operating debt is simply not in my agenda.

The budget I am recommending to you has the taxpayers in mind. The Kansas taxpayer funds the State General Fund.

I am recommending a reduction of \$66 million in currently approved expenditures. My recommendations limit growth to a mere 1.6 percent for FY 1991. A portion of the current year reductions are dedicated to property tax relief. The frugality of my budget reflects my concern for the taxpayer. The balanced approach to education, the environment, drugs, and children and families reflects the fairness approach of this administration. Simply stated, "austere but adequate," to borrow a phrase used by Governor Bob Docking during his battles over reappraisal in the 1960s.

Additionally, the hallmark of this administration is that for the fourth consecutive year my budget does not include a tax increase for general state government. For clarity on this point:

- I will veto any measure increasing the state income tax.

- I will veto an increase in the state sales tax rate.

My recommendations to the Legislature will result in a reduction of property taxes, and a restraint on spending.

**"Our purpose is to manage the Government's finances so as to help and not hinder each family in balancing its own budget."**

President Eisenhower  
State of the Union Message  
February 2, 1953.

Recognizing that this is a lean year, it is still my considered judgment to move forward in the areas of education, the environment and drugs. For the reasons and rationale enunciated later with the detailed programs, I will be soliciting your support in these areas. I also will ask that you place programs on education, the environment and drug abuse on your legislative agenda as priority items. After careful consideration of the factors involved in reappraisal, classification, exemptions, use value and the actions of local governments, I am proposing to you a three-tier program: a one-year emergency circuit breaker for this year; a two year ironclad tax lid; and a permanent solution. The long-range program is a Constitutional Amendment, a Kansas Proposition 13, to permanently limit the use of property taxes at the local level. The details of these proposals are spelled out later in this message.

## Changes

### Abortion

One of the most agonizing and complex questions we face during the 1990 legislative session concerns the issue of abortion. We must struggle to identify the best public policy for Kansas and the proper role of government in this extremely personal area.

In July 1989, in its ruling on *Webster v. Reproductive Health Services*, the U. S. Supreme Court evaluated Missouri's abortion law and upheld several of its provisions. The court ruling upholds the right of states to *regulate* abortions --

***The most important element in any abortion legislation will***

depending on the stage of pregnancy or certain other circumstances -- but does not permit states to *ban* all abortions.

### **A Kansas Solution**

After much review and reflection, I have arrived at recommendations which I feel would best serve the public health and interests of the broadest constituency of Kansans. I believe that a majority of Kansans will be in agreement with this position.

Basically, the question before us is the extent -- if any -- to which the State of Kansas should intercede between a woman and her physician to restrict the availability of abortion.

Our new abortion law must be fair and practical; but most of all, it must be able to withstand the litmus test of constitutionality as reflected by recent High Court decisions.

Generally speaking, I soundly affirm a woman's right to make her own decision regarding the termination of pregnancy. Our high court has upheld this right, and it would be wrong of any state to try to subvert it.

Therefore, I propose that the decision for an abortion in the first 22 weeks of pregnancy remain between a woman and her doctor. After 22 weeks, I will recommend that state law limit abortions to instances such as where there is substantial risk that continuing the health of the mother, or that the child would be born severely malformed, or when the pregnancy resulted from rape or incest. Such determinations would have to be made in an appropriate manner by licensed medical professionals, unless precluded by an emergency situation. This is the current policy at the University of Kansas Medical Center, and I believe it should be reflected statewide in our new abortion statute.

### **Prudent Regulations**

I believe it is important, whenever possible, to encourage family communication on the serious issue of abortion. Consequently, when a teen under the age of 16 seeks an abortion, I believe our abortion law should require the notification by a physician of at least one parent. It is hoped that this will encourage supportive family discussion and guidance and illuminate options for the distraught teen. However, in instances where parental notification is not possible, a "judicial bypass" provision should allow the teen to obtain an abortion after appropriate consultation between the teen and a judge.

I support the continuance of the State's current ban on the use of public Medicaid funds to pay for abortions. This policy reflects the fact that abortion remains an emotional and divisive issue for many Kansans.

I further support the continued performance of abortions at the KU Medical Center. The Medical Center is primarily a teaching facility, and banning abortions at KU would seriously weaken its educational mission. It also could have serious consequences for pregnant women facing life-threatening conditions, as the Medical Center is the number one referral site in Kansas for high-risk pregnancies.

Current Kansas law prohibits requiring anyone to participate in an abortion

*be an  
emphasis  
on  
education  
and  
prevention.*

against his or her will. It is a good statute that is appropriately enforced at the Med Center, thereby thoroughly protecting the rights of students and health care professionals.

## **Education and Prevention**

Finally, what I see as the most important element in any abortion legislation is an emphasis on education and prevention. This effort must be three-pronged, to address human sexuality education, parental education and adolescent health.

### **Human Sexuality Education**

I recommend \$2,000,000 in funding for human sexuality education classes in grades K-12.

In the higher grades, this curriculum should explain AIDS prevention, teen pregnancy, the important of prenatal care and contraceptives.

The sad fact is that 1 in 8 births in Kansas is to a teenage mother. This is an epidemic that we simply must address. We cannot pretend that teen pregnancies do not happen in Kansas, for they do. Kansas children aged 10 and up are giving birth in increasing numbers.

We must provide our teens with adequate information about human sexuality and pregnancy.

### **Parents As Teachers**

When teens do become parents, let us safeguard *their* children to the extent possible. Babies born to teen mothers are much more likely to suffer abuse or death, or to be born with significant health complications or disabilities, than are babies born to older mothers. Let us stress the importance of prenatal care, drug and alcohol-free pregnancies and proper infant care.

Parents As Teachers (PAT) is a parenting education program targeted at families with newborns and children up to age three. PAT teaches new parents about infant health and development and effective parenting skills. When teen parents are involved, emphasis is on helping the teens finish high school.

PAT has proven extremely effective in reducing the incidence of child abuse and neglect. In addition, research shows that teen parents who take advantage of PAT programs are less likely to have repeat pregnancies than other teens.

### **Adolescent Health**

We must increase our efforts towards educational and health programs for adolescents. It is essential that teens develop, early in life, the knowledge and the values that lead to responsible behaviors in later years.

It also is critical that support be available to help them when they are confronted with unanticipated health and reproductive problems.

I am recommending \$200,000 to enhance our adolescent health programs in the state. These additional resources must be directed towards counties with

consistently high adolescent pregnancy rates education and primary health care. We must increase public and teen awareness of the adolescent pregnancy problem and its consequences.

Let us do everything we can to spare our children from the dilemma of having children or having abortions. And for those teens who do become parents, let us do all we can to help their infants get a fair start on life.

## Economic Outlook

Kansas employment totals and job levels in most industries have continued to increase over the last several years. 1989 marked the first time the Kansas employment level topped the 1,250,000 mark.

As has been the case throughout the eighties, virtually all of the increase has been in manufacturing, transportation and public utilities, trade, finance, insurance and real estate, services and government. The only decreases have occurred in goods-producing industries -- mining and construction. Overall, job gains have continued to outstrip job losses during the past two years.

The Kansas economy was adversely affected by severe drought, a major strike, and other factors. The drought, which significantly reduced farm production, has been estimated to have reduced the income growth in our state from 6.4 percent to 5.4 percent.

### Employment Trends

Since 1987, durable goods manufacturing has expanded 6.7 percent, a marked increase. Cutbacks in oil and gas extraction resulted in a drop in mining employment. Although construction job levels reached a post-recession peak in FY 1987, they edged downward in FY 1988 and FY 1989.

Employment in mining and manufacturing is expected to change little during the next two years. Through our cooperative efforts, highway projects are expected to boost construction employment, but the upswing will occur too late to have much effect on FY 1990 figures. By FY 1991, construction job levels will increase by several thousand.

### Services Industries

Nearly all of the state's employment expansion in the last few years has been supported by growth in the services-producing industries. Employment in the services increased nearly 10 percent between FY 1987 and FY 1989.

The services industry expansion, in turn, was largely attributable to expansion in the fast-growing "business services" segment, which includes firms which furnish services to other businesses. Job levels in all other services-producing industries increased during the last two years as well, but by a smaller proportion. Employment in the services area is expected to continue to expand in FY 1990

*The Kansas employment outlook has brightened considerably since FY 1985.*

and FY 1991.

### **Unemployment**

The average number of unemployed Kansans was approximately 59,250 during FY 1989. This represents the lowest annual average unemployment since FY 1982. The average annual unemployment rate during FY 1989 totaled 4.6 percent, the lowest since the pre-recession rate of 4.4 percent in FY 1981.

The employment outlook has brightened considerably since FY 1985, when reduced oil prices and the curtailment of new exploration led to increased unemployment in mining. That period also witnessed marked layoffs among manufacturing firms, triggered by inventory reductions and slackened demand. Since then, actual unemployment payments have declined by 5 percent. The average number of weeks on unemployment has dropped 99 percent.

## Income Tax Reform

Our state received additional income tax revenue due to the effects of the 1986 federal income tax changes. In the last two years we have responded, and returned that additional revenue to Kansas taxpayers. The windfalls has been returned.

In 1988, the most significant changes to our state's tax code in its 55-year history were enacted. Over 105,000 low-income households were removed from the tax rolls in 1988. Our tax code was simplified so that one-half of all taxpayers could utilize a simple short form.

For the first time in recent memory, refund checks were sent to Kansans within

two weeks of filing their returns, a result of simplification and efficiency in operations.

Legislation enacted last year provided significant, across-the-board income tax cuts to Kansas citizens. Taxpayers received an average 8.6 percent decrease in their state income tax.

Taxpayers now have the option of computing their tax liability using an optional federal income tax deduction. More than 25 percent of low-income taxpayers will benefit from this opportunity.

In this era of change, we have a strong record of providing leadership for legislation which has provided tax cuts and tax simplification for our fellow Kansans.

## Reappraisal and Classification

The legislation enacted during the special session was a good beginning. This legislation gives Kansans more time to pay their taxes, expands the opportunities for Kansans to appeal their valuations, reduces to one-quarter the amount of taxes due on January 16 for those who pay under protest, and puts utility inventories back on the tax rolls.

With these emergency property tax measures now enacted, the path and focus is clear for meaningful tax relief and long-range solutions to the problems regarding reappraisal and classification.

The following principles and guidelines are submitted for your consideration -- a

***The only  
way to  
assure  
long-  
term  
property  
tax relief  
for  
Kansas***

comprehensive three-tier program: a one-year emergency circuit breaker, a two-year ironclad tax lid and a permanent constitutional solution. I am encouraging the Legislature to allow the people to vote on a constitutional limitation on property taxes.

### **Kansas Proposition 13 -- A Constitutional Remedy**

I am calling on the Legislature to submit a constitutional amendment to the voters which would permanently limit the amount of tax that can be levied on our homes, farms and main street businesses.

The immediate problem of reappraisal and classification is addressed by my circuit breaker proposal, the intermediate term by my ironclad tax lid. Kansas Proposition 13 would offer a permanent solution. The only way to assure long-term relief to Kansas tax-payers is through constitutional change.

This change must be workable, fair and carefully researched. In 1986, a sweeping change was adopted without the benefits of all the facts -- I want to make sure that mistake is not repeated in 1990.

The property tax has been comprising a decreasing percentage of the tax mix over the course of the last 60 years. However, the pace of change is not satisfactory. A constitutional amendment will allow public debate and a vote on the future direction and role this tax will play in financing local government.

Kansas Proposition 13, which I will provide to the Legislature in the near future, is a classification amendment limiting local property taxes. It will give our homeowners and farmers something on which they can plan.

One of the most disturbing events brought about by reappraisal and classification is the wide variation in taxes. Under a constitutional limitation, the possibilities of county options and local referendum elections should be explored. Everyone would know that the taxes on their homes could not exceed a certain amount.

I also will appoint a bipartisan, blue ribbon commission to propose implementation legislation should the people approve Kansas Proposition 13.

This commission will be charged with developing alternatives to the property tax for the future financing of local government, administration of the property tax and implementation of this proposition.

Kansas Proposition 13 will allow the voters to provide a road map for the future of the property tax in Kansas. A road map to the local officials -- the cities, counties and schools, who spend 99 of every property tax dollar collected -- and a road map to the Legislature, which is responsible for balancing the revenue mix between our major tax sources.

I firmly believe that the taxpayers need and deserve the protection that will be afforded by Kansas Proposition 13. I call on this Legislature to give the people an opportunity to vote on this proposal in 1990.

### **Additional Relief Measures**

We must take concrete action to provide substantive relief to Kansas taxpayers caught in the mesh of reappraisal and classification. I am recommending \$70 million in property tax circuit breaker relief, along with additional measures to

*taxpayers  
is  
through  
constitutio  
nal  
change.*

*I am  
recommen  
ding  
that the  
State  
roll back  
its  
property  
tax  
mill levy.*

mitigate the impact of reappraisal and classification. This relief package would take the following form:

### **Homeowners' Circuit Breaker**

A homeowners' circuit breaker already is in effect for 1990 and 1991. This circuit breaker applies to taxpayers facing property tax increases of 50 percent or more; who have a total household income of less than \$35,000; and who come from a household where someone is disabled, over 55 or under 18.

For 1990, the circuit breaker allows up to \$500 in relief for taxpayers who meet the above qualifications. For 1991, eligible taxpayers may receive up to \$250 in relief.

Last year, when the Legislature passed this two-year circuit breaker, the total cost was estimated at \$15 million. However, data now indicates the correct total is \$27.3 million. Consequently, my budget includes additional monies to completely fund the homeowners' circuit breaker.

### **Commercial Circuit Breaker**

I also am recommending \$42.7 million in commercial property tax relief, in the form of a one-time commercial circuit breaker. This recommendation includes \$28 million from current revenue sources and the balance from accelerated collections of certain existing revenues.

### **Ironclad Tax Lid**

The features of my proposal are: a two-year measure to serve as an interim proposal. The tax lid would cover cities, counties, townships and USDs; the base year would be 1989; the tax lid would contain a dollar limitation, as opposed to a mill or percentage limitation; the tax lid would be exceeded only with voter approval; and the tax lid would repeal 50 exemptions in the current tax lid law.

### **One-Year Reappraisal Moratorium**

I recognize that expanding the appeals process places an enormous burden on county officials and county appraisers. These appraisers are already starting the next phase of reappraisal.

To ensure that their time is appropriately directed to correcting current inequities in property valuations, I am recommending a one-year moratorium on reappraisal. We must bring stability to the local property tax system, Taxpayers should not be expected to deal with yet another round of valuation notices in March 1990. It is imperative that taxpayers have today's problems addressed before we go down the road with yet the next phase of reappraisal.

### **Mill Levy Rollback**

One of the more disturbing things to happen during the process of reappraisal and classification was the padding of local budgets by some entities. To guard against budget padding at the state level, I am recommending that the State roll back its small mill levy. Even though the State only receives 1 percent of the revenue from property taxes, with up to 99 percent spent at the local level, taxpayers deserve action.

Consequently, I have cut about \$4.5 million from the 1.5 state mill levy to 1.275 mills. The intent of reappraisal and classification was to be revenue neutral for government.

## State Spending Lid

During the 1980s, eight bills to restrain state spending were introduced in both houses of the Legislature. These bills, which had a number of sponsors, were based on various mechanisms to achieve a spending lid. I am recommending legislation effective for the FY 1991 budget which utilizes ending balances as the mechanism to hold expenditure growth to the level of revenue growth.

### Spending Lid

I am recommending that expenditures for FY 1990 and FY 1991 be limited to ensure an ending balance of 5 percent of FY 1991 expenditures. That amount would be transferred into the *State Cash Operating Reserve Fund* on July 1, 1990, to ensure funds are available to meet ongoing daily operations of state government without use of debt.

In addition, I am recommending additional General Fund balances of 2.5 percent for FY 1992 and 5.0 percent for FY 1993 and every year thereafter. Thus, beginning in FY 1993, the minimum balance would be 5 percent in the Cash Operating Reserve Fund and 5 percent in the general balances.

The general balances could contain an additional 2 percent, for a total of 7 percent. Amounts above that level would be transferred to a *Capital Improvement Reserve Fund* to be utilized for subsequent budgets for one-time capital improvements.

Use of the balances above the level of the Cash Operating Reserve Fund to fund budgets could be done only by a two-thirds vote of both houses.

### Revenue Estimate

The budgets would be based upon a revenue estimate prepared jointly by the Director of Legislative Research and the Director of the Budget. That estimate would be prepared and submitted by joint memorandum in November of each year and again by the 85th legislative day, consistent with the current revenue estimating process. In the event that agreement cannot be reached, the Legislature would use an estimate prepared by the Legislative Research Department, and I would use the estimate prepared by the Division of the Budget.

It should be noted that the most recent consensus revenue estimate was the 16th

*I am  
recommen  
ding  
legislation  
to*

consecutive estimate for which agreement was reached. Final estimates during a legislative session also would be prepared by joint memorandum for legislation that would affect the estimate prepared by the 85th day.

### **Omnibus Reconciliation Bill**

Appropriation bills would be effective upon the effective date in the bills and passage of an *Omnibus Reconciliation Spending Lid Bill*. That bill would be similar to the existing omnibus appropriations bill, except that it would reconcile all appropriation bills to the spending lid, based on the joint revenue estimate prepared by the 85th day as adjusted for final legislation.

No appropriation bill would be in effect without passage of the omnibus reconciliation bill. If the appropriation bills exceed the spending lid, the omnibus reconciliation bill would be used to adjust appropriate bills in a manner best determined by the Legislature, similar to existing practice in the existing omnibus bill. Spending authorized in excess of the spending lid would require a two-thirds vote of both houses.

### **Cash Operating Reserve Fund**

The *Cash Operating Reserve Fund* would contain an amount equivalent to 5 percent of the approved budget each year. Effective in FY 1991, the legislative approved budget through the Omnibus Reconciliation Act would be based upon a transfer on July 1, 1990, and each year thereafter from the State General Fund to the Cash Operating Reserve Fund of the 5 percent amount.

Additional transfers must be part of all supplemental appropriations bills affecting the current years including the Omnibus Reconciliation Spending Fund Bill. The Director of the Division of the Budget would direct that transfers be made from the Cash Operating Reserve Fund to the State General Fund as necessary to meet the obligations of the State General Fund during the course of the fiscal year.

Funds remaining in the Cash Operating Reserve Fund at the end of a year would be transferred automatically to the general balances.

*hold state spending to the level of revenue growth.*

# Choices

## Education

It has always been the choice of Kansans to provide an outstanding educational system for its youth. 1989 was a banner year in this regard. Over \$1.9 billion was

*We must hold*

appropriated for education, the largest State General Fund expenditure for education in Kansas history.

The Governor's Conference on Education, the first in recent history, has set the stage for Kansans to make the appropriate choices for education. The Wichita conference hosted 250 leaders from the fields of education, business, industry and agriculture to discuss the status of education and problems which need to be addressed.

These leaders further identified goals and strategies essential to assuring that Kansas students are competitive, both nationally and internationally, and that our educational system is ready for the 21st Century. This is 1990, with just a decade to make the necessary changes and devote the necessary human and financial resources to ready our educational system for the next century.

Also, in 1989, the President's Summit focused national attention on education. Any educational master plan must accommodate the needs of the present and anticipate the needs of the future. With this in mind, I have outlined the following program for education:

### **Pre-School Children**

It is apparent, both from studies and plain common sense, that any concerted approach at education must begin with our youngest Kansans, the pre-schoolers. We must address the needs of children *before* they enter school, so they will be able to learn and compete when they begin school.

Early intervention programs to address the needs of preschoolers have been shown to have marked and lasting benefits, with such desirable results as: reducing the incidence of teen pregnancy; reducing high school drop-out rates; and improving the health, learning ability and social integration of at-risk students.

### **Parents as Teachers**

Parental involvement is key to the success of any educational effort. One excellent example is the school- or community-based "Parents as Teachers" (PAT) program, which serves infants and children up to age three.

PAT uses trained parent educators to teach such skills as positive parenting, non-violent discipline, health and nutrition and creative play. PAT has been found to reduce child abuse, improve children's health and learning abilities and enhance family communication.

PAT now reaches 12 counties. I have included in my budget \$1 million to expand and enhance this important effort, and ask that local communities and school districts match each state dollar with one dollar in local money.

Serving as co-chairpersons of the new PAT Advisory Board are First Lady Patti Hayden and Assistant Secretary of State John Wine. Both Mrs. Hayden and Mr. Wine served on last year's Governor's Commission on Children and Families, and strongly endorse critical early intervention programs such as PAT.

### **Public Schools: K-12**

*school districts accountable for the educational progress of their students. Our educational system must be improved, even in times of lean resources.*

*The Kansas system of higher education ranks among the finest in the United States.*

My first recommendation for kindergarten through the 12th grade is a choice of involvement for parents in their student's schooling.

I propose a 5-year contract be designed by local districts and signed by both the parents and school administration. This contract would be called a "Parent-Student-School Bond," and would include elements such as a parent agreeing to visit school; read to his or her child; limit viewing television and attend school activities. I chose the first five years for two reasons: first, next to the preschool period these are the most critical years for learning potential. Potential high-school drop-outs can be identified as early as kindergarten.

Secondly, if parents make the commitment to participate in their children's education for the first five years of school, chances are this pattern will take hold and continue throughout the school years.

Improved skills in reading, mathematics and science are essential if our children are to be competitive in the 21st Century world market. To foster improved math skills, I recommend \$210,000 to begin the mathematics testing plan. In addition, Governor's Awards of \$2,000 each will be given to the top two school districts in mathematics. Science and reading awards will follow as testing programs are implemented.

### **Public School Accountability**

Accountability for public schools is a topic of renewed national interest and one which was stressed during last year's Governor Conference on Education.

Accountability refers to what students actually *learn*, rather than the time they spend in classrooms, with the intent of holding schools accountable for the learning successes or failures of their students. I believe Kansas would be well-served to incorporate elements of school accountability. I therefore support the following recommendations of the Governor's Public School Advisory Commission:

- ✓ Accredit public school districts on the basis of student learning -- rather than mandated programs, curriculum or student attendance. This would necessitate shifting accreditation requirements away from individual schools and /or teachers and toward district responsibility.
- ✓ Hold school districts accountable for the learning outcomes of their students. Lack of accreditation would carry the same sanctions which normally are associated with non-accredited schools.

### **Business/Education Partnership**

One idea discussed at great length at the conference, and which I strongly endorse, concerns the potential for partnership between business and education. There already exist many such partnerships in Kansas, but my goal is to have such a partnership in place in every school district and every school within five

years.

To promote this goal, I propose a Second Annual Governor's Conference on Education, to be held in 1990 to address partnerships between business, agriculture and education. I also will restructure my Public School Advisory Committee to include members of the business and agricultural communities. I believe that when leaders with different interests sit down to talk, common goals may be achieved.

### **At-Risk Youth**

A challenge which must be faced immediately is that of at-risk youth. These are students who are at risk of dropping out of high school or of failing to meet high school graduation requirements for any number of reasons -- poverty, abuse, alcohol or drugs, learning disabilities, teen pregnancy, peer pressure, etc.

I believe in high academic standards, but I do not want to see students who already are at-risk eliminated from our public school system because of these higher standards. Consequently, I recommend the establishment of a special At-Risk Academy to address the needs of students who require special assistance to complete their public education.

This Academy could be offered during the summer months for both urban and rural at-risk students.

In addition, young people over the age of 21 who have dropped out of school but wish to earn their GED and college credits would attend a post-secondary institution and have their school district state aid serve as tuition.

### **Parental Choice**

A Parental Choice program which offers parents and students a choice of schools has been successful in other states. I believe Kansas families would support such a program. I therefore encourage school districts to strive to be flexible in accommodating parental requests to cross district lines, as long as these requests are not made in an attempt to circumvent or tamper with racial balances.

### **Public School Funding**

Our educational system must be improved even in times of lean resources.

Priorities must be realigned and cooperation must be paramount. It can be done. Therefore, I recommend a 1 - 2 percent budget limitation: \$543.5 million for the SDEA and \$184.5 million for the income tax school aid formula. For Special Education, I recommend \$115.14 million, a 5 percent increase. For school transportation, I recommend \$46 million, a 5 percent increase.

Ingenuity, creativity and innovation have always been key traits for Kansans. To promote such actions, I recommend \$2.45 million to fund exemplary programs, on a matching basis, in local school districts.

## **Sex Education**

The Human Sexuality/AIDS program mandated by the State Board of Education has shown positive results. However, with both the incidence of AIDS and teen pregnancy on the increase in Kansas, I firmly believe this program must be strengthened and expanded.

Roughly 1 out of every 8 births in Kansas is to a teen, aged 10 and up. In some areas of our state the incidence of teen pregnancy is almost double that. In other areas of out state the abortion rate for teens outstrips the birth rate.

We must educate our children, beginning in kindergarten, in an effort to reduce the incidence of teen pregnancy, sexual abuse, sexually transmitted disease, and other hardships. A healthy self-respect and an understanding of their bodies may be the best preventative prescription we can offer our young people.

## **Teacher Scholarships**

Our front-line providers of education are our teachers. I am grateful to the teachers of Kansas, for they are the backbone of our educational system. They are our educational leaders and role models, and if we expect the best from our students, we must hold our teachers to even higher standards.

I am pleased with the calibre of teachers in Kansas, and I know that theirs is a demanding profession which often boasts little material or substantive reward. For this reason, it has at times been difficult to encourage young people to enter the teaching profession, but we must make every effort to do so. We must encourage out brightest and our most talented youth to enter teaching, for they will be the ones who illuminate the minds of our children.

To help achieve this goal, I recommend \$250,000 for teacher scholarships. The scholarships will be awarded on the basis of ability and apportioned to meet the need of hard-to-fill teaching disciplines, such as math or science.

## **Alternative Certification**

Another step which would help to meet the need for teachers of hard-to-fill disciplines would be the implementation of *alternative certification* by the State Board of Education. Alternative certification would allow qualified individuals to teach certain courses within their field of expertise, without requiring these individuals to have taken all of the college-level education courses normally required of certified teachers.

## **Interactive Video**

A common denominator in most of these proposals is the concept of interactive video, one of the most advanced technologies in the communications revolution. This technology would allow school districts to offer advanced courses which otherwise would have been exceedingly difficult or impossible to provide. It may also be used to offer early childhood services to help train parents as teachers,

support services for disabled students, and expand counseling resources and drug abuse education.

The expansion and enhancement of the State's existing interactive video capabilities would yield many benefits in fields beyond education, such as economic development, health care and public safety.

Therefore, I will ask the Commissioner of Education to appoint a task force to devise a statewide plan for interactive video development and oversee existing programs in this area.

I'm proud to announce Kansas will be the first state in the nation to have an Education Technology Fair on interactive video to be held in the state's capitol on February 15.

### **Post-Secondary Education**

The Kansas post-secondary educational system is both excellent and accessible. The educational choices available to recent graduates and others electing to continue their education are virtually infinite.

Kansans may choose from educational opportunities at vo-tech schools, community colleges, Regents institutions, private colleges, a municipal university and proprietary schools.

### **Margin of Excellence**

As we enter the 1990s, Kansans can take pride in the fact that their system of higher education ranks among the finest in the United States. Part of this success stems from the Margin of Excellence, the three-year plan to bolster Kansas Regents institutions.

The Margin has dramatically improved faculty and student morale and enhanced the ability of the Regents institutions to deliver high-quality academic programs. Already, the Margin has proved effective in attracting and retaining the best faculty and students. Recent years of "brain drain" have been reversed to demonstrable "brain gain."

The Margin has allowed Regents institutions to respond more readily to the state's intellectual and cultural needs. The program has fostered new and creative links between higher education and business, yielding significant contributions to the state's economic development. It also has become a catalyst for increasing private donations to the Regents institutions and for obtaining external research funds. Because of the success of the Margin of Excellence, Kansans can legitimately boast that their Regents institutions rank among the best universities and colleges in America. Last year, for example, two Kansas State University students were among 32 college students picked nationwide for the prestigious honor of Rhodes Scholar.

Continued pursuit of the Margin's goals and objectives will reaffirm the importance of outstanding teaching, research and service -- the foundations for a Decade of Excellence for Kansas higher education.

Unfortunately, we now face budget constraints unimaginable two years ago.

Therefore I must recommend a delay in the implementation of the third year of

the Margin of Excellence. However, I will support the continued funding of the Margin at existing spending levels until it is affordable to further expand the program.

I remain strongly committed to the goal of faculty parity with peer institutions and will continue to move toward that goal as rapidly as the state's fiscal condition allows.

As a sign of this strong commitment, I am recommending that Excellence Awards be given to each of our Regents Institutions. These awards will be used to supplement the salaries of extraordinary faculty who best carry out the mission of each of these institutions of higher learning.

### **Regents System Accountability**

The Kansas Board of Regents continuously strives to increase the accountability of the Regents system for the academic programs which it delivers. This effort is aided by two programs -- performance assessment and program review.

A systemwide assessment plan was approved and extended to each Regents institution in January 1989. The new plan allows colleges and universities to evaluate performance by measuring student learning.

Such assessments take various forms: pre-testing and post-testing of students, student attitude surveys, or surveys of employers of recent graduates.

The first round of program review was implemented in 1983, as part of a five-year plan. Program review seeks to identify and remedy academic programs which are under-utilized, duplicative or of low-quality. As a result of that initial effort, the Board of Regents eliminated or merged about 160 programs, at a documented savings of approximately \$1 million.

The second and current phase of program review began in 1988. This phase of the Board review targets problem areas to ensure that the problems are addressed and that new opportunities for mergers or eliminations are utilized.

### **Community Colleges and Private Institutions**

Last year I announced a five-year plan to eliminate out-district tuition currently paid by counties. Out-district tuition has been a source of frustration to many local governments, even contributing to the issuance of No Fund Warrants due to estimating and budgeting difficulties.

I support the concept of eliminating out-district tuition. But due to budget constraints during the upcoming fiscal year I feel I must recommend a delay in the implementation of the remainder of this five-year plan.

Similarly, I remain committed to the idea of increased state funding for community colleges, with the eventual goal of reaching 40 percent of their operating budgets. However, due to funding constraints I believe it prudent to delay further escalation of state funding until it becomes more affordable.

The ability to attend the college or university best suited to one's needs is important. But such choices must be based upon practical economic considerations. Consequently, I recommend \$5.4 million for tuition grants for our

private colleges and universities.

### **Other Initiatives**

To ensure continued access to higher education, and to encourage minority participation, I recommend \$200,000 to fund the second year of the State's minority scholarship program.

I continue to feel that Washburn University, the country's only municipal university, should be brought into the statewide Regents system. Washburn is not only an asset to our post-secondary educational system, but it offers yet another choice for students desiring a higher education degree.

### **Qualified Admissions**

Accessibility to higher education is a priority, but our students must be adequately prepared in order to succeed. Consequently, I recommend a qualified admissions policy for all Regents institutions, to be phased in.

This would provide adequate warning and preparation time for students currently in the Kansas high school system to prepare for a college career.

### **Literacy**

The opportunity to be productive citizens is denied our illiterate adults. While the Kansas literacy rate is among the highest in the nation, illiteracy remains a concern.

I endorse the efforts of the Kansas Alliance for Literacy, which will coordinate all literacy efforts in Kansas, both public and private.

### **Future Direction**

The choices and challenges facing us in education demand the immediate attention of both public and private leaders. I believe we have developed an ambitious strategy that will carry Kansas forward to the 21st Century.

We must seek greater flexibility and accountability in the use of precious resources, we must bolster school-based support programs for at-risk students and families, and we must encourage innovation and the use of new technology.

Maintaining an educational edge is a herculean effort that will require the support of the broadest spectrum of Kansans. But this effort will be well-rewarded. I can think of nothing more critical to the survival and competitiveness of our state, and our nation, than the education of our citizenry.

### **The Environment**

As we enter a new decade, the last decade of this century, it is obvious that there is renewed interest and concern for our environment. I personally have a deep love and appreciation for the environment, and have spent most of my life and all

of my professional career working to preserve and nurture our natural resources. Three years ago, I pledged to protect and conserve the environment of our beautiful state, and in the interim we have made a considerable progress. We now have a Governor's Special Assistant on Environmental Policies; we organized the Department of Wildlife and Parks; we secured permanent funding for the Kansas Water Plan; and we increased funding for natural resources from less than \$4 million to more than \$20.1 million.

Yet we still face major environmental challenges -- conservation of our water and other resources, clean-up of existing pollution sites and wise resource management that will leave an adequate legacy for our children.

Therefore, I am recommending an integrated environmental program which builds on past accomplishments and seeks to address future needs.

### **Conservation**

Major actions have been taken to conserve our environment during the last three years. Many of these initiatives focus on water, with the most significant being the implementation last year of a comprehensive water plan.

#### **Kansas Water Plan**

For the first time in our state's history, funding was secured for implementation of the Kansas Water Plan. Efforts supported by this funding include:

- Environmental protection grants to counties;
- Development of a non-point source pollution control program, to protect our surface and ground water supplies;
- Clean-up efforts;
- Enhancement of land treatment programs; and
- Cheyenne Bottoms restoration.

Although the Water Plan was established in 1983, it had been, for all practical purposes, unfunded until I recommended and the Legislature approved more than \$4 million for State Water Plan initiatives in FY 1989.

In FY 1990, I recommended nearly \$10.5 million for Water Plan projects, including \$6.1 million from the State General Fund and \$3.05 million from EDIF. I further identified an additional \$6.2 million in Water Plan projects if the Legislature could establish a stable long-term source of funding, which it did. We must continue the great strides we have made in the implementation of the Kansas Water Plan.

To this end, I am recommending a \$16.7 million Water Plan package for FY 1991. This package includes:

- ➡ **Preventive land treatments** through the State Conservation Commission;

- ➔ **Increased conservation planning** and coordination through the Board of Agriculture;
- ➔ **The construction of multi-purpose small lakes** at Banner Creek, in Jackson County, and Bone Creek, in Crawford County;
- ➔ **Grants to local conservation districts** to continue funding for non-point-source pollution control;
- ➔ **Continued funding of clean-up activities** by the Kansas Department of Health and Environment;
- ➔ **Continued funding of the Local Environmental Protection Grants program;**
- ➔ **Continued development of Hillsdale Reservoir** in Miami County;
- ➔ **Continued renovation of Cheyenne Bottoms;** and
- ➔ **Water-related research projects** that will enable us to better understand and manage the quality and quantity of our water resources.

Included in the Kansas Water Plan initiatives for FY 1991 is a recommendation for the development of a Kansas Geographic Information System (GIS). I appointed a GIS Policy Board in 1989, which has made recommendations for inter-agency coordination and database acquisitions for FY 1991.

### **Natural and Scientific Areas**

We must increase our protection of noteworthy natural and scientific areas in Kansas. Fortunately, we have begun a close working relationship between the people of Kansas and The Nature Conservancy (TNC), an internationally renowned conservation organization. Such public-private partnership is critical, in view of the losses of habitat which are occurring throughout Kansas and around the world.

There are many sound reasons for protecting our ecosystems. We need sources of genetic information, to help us improve existing crops or develop new ones. We need sources of new drugs to combat disease. We rely on nature to help us recycle nutrients, to purify our water and air, and to degrade our garbage and pollutants.

We also need natural areas where people can relax, see plants and animals and take delight in the wonder and beauty of nature. As Thoreau suggested, we need

*I am recommending an integrated environmental program that builds on past accomplishments and seeks to address future needs.*

some places where we can recharge our spiritual batteries.

As important as these arguments are for preserving nature, there is a more important imperative that requires no practical justification. The earth represents a natural endowment that true stewards must not squander. Such stewardship has guided Kansans in the past and will continue to guide us in the future as we move towards the conservation of the natural heritage of Kansas.

We are presently working with TNC to acquire the Prairie Center in Johnson County, which will serve as an environmental education center. I pledge to you my commitment to making certain that Kansas has a long-term plan for continuing the acquisition of such natural and scientific areas to be held for future generations.

The development of an information management system in Kansas will allow for more efficient collection, storage, analysis and sharing of information on our water resources. Such a system will enable state and local policy makers and managers to make better decisions regarding the management of our water resources.

### **Water Quality**

In addition to the foregoing funding recommendations for the Kansas Water Plan Fund, I am recommending \$574,299 from the State General Fund for the enhancement of our capabilities to monitor and analyze the water quality in our state.

We must have reliable information on the quality of our surface and ground water. This is essential, not only from a health standpoint, but also for the effective evaluation of our prevention and restoration programs. We must know whether our efforts are having a beneficial effect upon the quality of our surface and groundwater resources.

### **Water Usage**

Of prime importance to our conservation efforts is the efficient use of water. Although water conservation efforts generally enjoy a high level of visibility during droughts, they unfortunately quickly fade from public interest once moisture conditions improve.

There are many ways to enhance our conservation of water: public education; regulation; pricing policies; building codes; and management programs, such as leak detection and landscaping practices. All of these can contribute to the more efficient use of water. By developing an efficient conservation plan, drought conditions can be managed with less drastic short-term controls.

There is a growing interest in water conservation in Kansas. The early part of the 20th Century was a period of development and exploration of our water resources. Water quality has been the emphasis in the latter part of this century. I hope that the 21st Century will be known for the efficient and wise use of our limited water resources. My administration is committed to water conservation. I encourage every Kansan to make water conservation a personal goal.

*My  
administration  
is  
committed  
to  
water  
conservation.*

*One of the  
best  
steps we  
can  
take to  
conserve  
our  
natural*

I am committed to seeing that the State of Kansas develops the legal capability to require water conservation plans for all water users, to ensure the prudent management and wise utilization of our precious water resources.

### **Protection**

Much progress has been made during the past three years to strengthen our efforts to protect our environment.

We have increased coordination among water conservation agencies. This coordination and cooperation is reflected by the Verdigris Basin Agreement and the signing of the Kansas River Assurance District Agreement. Such basin-oriented water management plans will enable Kansans to have dependable supplies of quality water for municipal, agricultural and industrial use.

We have taken steps to strengthen our chemigation laws, and enacted the passage of the Pesticide Management Areas Act. More on this area may be found on pages 35-38 of this Message, under "Agriculture."

### **Hazardous Chemicals**

This administration has implemented one of the nation's best Community Right-to-Know programs, through the hard work and dedication of Lt. Governor Jack Walker.

The Right-to-Know program enables concerned citizens to learn more about the chemicals which are stored and handled in their communities. It also improves emergency preparedness, letting emergency workers respond more quickly and safely to chemical accidents.

### **Recycling**

One of the best steps we can take to conserve our natural resources involves recycling. Because I believe that people learn by example, and that State Government should serve as a role model whenever possible, I have established a pilot recycling program for state agencies in Topeka.

The recycling program targets waste paper generated by state agencies. It is estimated that as much as 50 percent of the solid wastes generated by state agencies consists of paper products.

We also have changed state purchasing policies to emphasize recycling. When accepting bids for paper products, the State Division of Purchases now pursues cost estimates for both new *and* recycled paper products.

### **Restoration**

Finally, we have begun an intensive effort to clean up the numerous contaminated sites scattered across the state, including the Galena and Arkansas City Superfund sites.

Unfortunately, we face a legacy of more than 400 contaminated sites that will eventually require our attention and our resources.

There is no single source of contamination in our state. Pollution from industrial

*resources  
involves  
recycling.*

*We cannot  
afford to  
become  
preoccupie  
d  
with who  
is  
responsibl  
e, we  
must move  
ahead with  
the  
clean up of  
contamina  
ted  
areas.*

activities, chemical spills, solid waste disposal practices, leaking underground storage tanks, oil and gas production and agricultural practices threaten the integrity of our water resources. Although identifying causes is important in prevention strategies, we cannot become preoccupied with who is responsible; we must move ahead with the remediation of those areas that are contaminated. The surface and groundwater supplies must be restored to a quality condition.

## **Recreation**

Finally, increased access to outdoor recreational opportunities is a high priority of this administration.

Kansas took an important step in the management and preservation of our natural resources with the 1987 establishment of the Department of Wildlife and Parks. This has allowed better coordination and development of wildlife and park resources in Kansas.

Future generations will enjoy and appreciate Kansas' natural beauty through the development of recreational areas across the state, including; Hillsdale, Jetmore, Concannon Lake and Wildlife Area and Centralia. In addition, a feasibility study is underway for a recreational canoe trail in Southeast Kansas.

Kansas has a relatively small public land base -- only about 3 percent of all land in Kansas is publicly owned. This naturally limits the recreational opportunities for many of our citizens.

To address this problem, I strongly support the interim legislative proposal which calls for a pilot Recreational Access Program. This program would provide increased land access for outdoor enthusiasts. Under this initiative, farmers could choose to lease their lands for recreational use. Kansans who wish to buy land-use permits would then have access to thousands of acres of farmland.

I am recommending \$1.25 million to acquire leases of land for this program. My recommendations also include \$317,782 for operational costs.

## **Earth Day**

This April marks the 20th anniversary of Earth Day. I believe a Kansas observation of this important day will let us greet the new decade with vigor, and launch our state on the road to a better environment in the 21st Century. The following initiatives will help us to commemorate Earth Day, April 22, 1990:

1. I have asked the Kansas Advisory Council for Environmental Education to assist my office in planning for a Kansas celebration of the 20th anniversary of Earth Day. Such a celebration will allow all Kansans to renew their stewardship commitment to the Kansas environment.
2. I have asked the Kansas Academy of Science to plan and coordinate a Governor's Conference on Global Climate Changes and the effect of such changes on Kansas. Such a conference will begin critical discussions as to how Kansas can prepare for this potentially

*We must  
all  
learn to  
look at  
the big  
picture,  
to view the  
environme  
nt  
holistically*

3.

I have asked the Kansas State Extension Forestry Department of Kansas State University to design an afforestation program for Kansas. The objective is to plant a tree for every citizen of Kansas -- 2.4 million trees, every year for the next decade.

### **Future Direction**

There is no question that Kansas faces tremendous challenges in ensuring that our environment remains healthy. It is only by our combined efforts that innovative and effective responses will emerge to meet these challenges.

Environmental problems result from our collective behavior, and therefore permanent solutions demand a coordinated and concerted response.

We must all learn to look at the big picture. Many of our environmental problems develop and persist because of our inability to view the environment holistically.

We need specialists to handle the technical problems, but caring for the environment is everyone's concern.

We must continue on the path of environmental stewardship -- stewardship that is based on sound ecological principles, but that also recognizes that commerce, agriculture and industry play a vital role in our lives. I pledge to you that I will continue my efforts on behalf of the natural resources of the state, and I ask for your support in this endeavor.

### **Toward a Drug-Free Kansas**

Alcohol and other drug abuse is widely recognized as the Number One enemy of our families, our schools, our businesses and our quality of life.

Alcoholism, drug addiction and their related side effects pose a grave threat to Kansas families. Birth defects, infant mortality, crime and violence, child abuse, learning disabilities, unemployment and high drop-out rates are all consequences of the drug dilemma.

In the end, all Kansans pay for the drug and alcohol abuse of others. This administration is strongly committed to continuing and expanding our leadership role in the war against drugs. We are involved in a battle for the minds, bodies and spirits of our citizens. This is a war we must win.

### **Drug-Free Accomplishments**

For the past three years, through our Toward A Drug-Free Kansas program, we have mounted the most diligent and comprehensive anti-drug strategy in Kansas history:

✓ **We called for increased drug abuse education and teacher training:**

 Today 95 percent of our school districts participate in the

Drug-Free Schools program. Schools in this program receive drug education funding and develop anti-drug policies, teacher training and drug education programs.

✓ **We recognized that tobacco is a gateway drug for youth:**

 We implemented the nation's first complete ban on tobacco in schools.

✓ **We recognized the need for a statewide system of drug abuse prevention services:**

 We now have 10 Regional Drug Abuse Prevention Centers.

✓ **We proposed to work with law enforcement agencies to combat drug trafficking:**

 To date, 82 grants have been awarded to help local police and sheriffs departments and county and district attorneys make an unprecedented number of drug trafficking arrests and prosecutions.

✓ **We pledged to lead in the fight against drunk driving:**

 Kansas is nationally recognized for its comprehensive DUI laws, which also have brought our state \$4.1 million to further fight drunk driving. Kansas DUI laws are more comprehensive than those of 47 other states. Drunk driving arrests in Kansas are up 7 percent and convictions are up 10 percent, while alcohol-related fatalities have decreased for three years running.

✓ **We pledged to increase alcoholism and drug addiction treatment:**

 Our capacity to treat alcoholics and drug addicts has increased by 3,600 people in three years.

✓ **We proposed that state government serve as a model of a drug-free workplace:**

 The Kansas state employee *Proud To Be Drug-Free* program is now duplicated nationwide, by both public and private organizations.

I am committed to continuing this type of results-oriented leadership to help stamp out alcohol and other drug abuse. We must reduce both the demand for, and the supply of, drugs. The entire system of drug education, prevention, treatment and enforcement will be expanded.

### **Anti-Drug Legislation**

I will propose and support anti-drug legislation that will target both casual users and hardened drug dealers. This legislation will:

- **Increase user accountability:**  
Minimum fines, incarceration, drug addiction evaluation and drivers license revocation will be used as mandatory sanctions against illicit drug users. We must make the price too high for casual drug users, who comprise the bulk of the American drug market.
- **Establish Drug-Free School Zones:**  
This would provide additional stiff criminal sanctions for selling drugs within 1,000 feet of a school, thus sending the strong message that we will not tolerate drug sales near our children.
- **Establish harsh penalties for adults who use juveniles to sell drugs.**  
Our impressionable youth must be protected from drugs and drug traffickers.
- **Vastly increase mandatory fines for drug dealers.**  
We must take the profit out of selling drugs. This is a message that every drug dealer can understand.

### **Tougher Drug Enforcement**

To further protect our neighborhoods from drug dealers, I recommend the expansion of drug enforcement, prosecution and adjudication. These recommendations would:

- **Provide \$4 million in grants for local drug enforcement and prosecution efforts.**  
This *300 percent* funding increase would boost efforts to catch, prosecute and jail more drug dealers. These grants are working. In 1989, 26 of the agencies in our grant program conducted 2,700 investigations and made 1,100 drug trafficking arrests and 1,000 drug possession arrests.
- **Provide random drug testing for individuals on probation.**  
This would help to discourage those on probation from using drugs.
- **Continue to use the Kansas National Guard for marijuana**

*It is estimated that nearly 15 percent of all*

**eradication.**

In FY 1990 the Kansas National Guard directly assisted law enforcement in seizing an estimated \$18 million in cultivated marijuana.

*women --  
rich  
and poor,  
black  
and white -  
-  
abuse  
alcohol  
or other  
drugs  
while  
pregnant.*

**Communities and Schools**

To assist and support our schools, parents and communities in stamping out alcohol and drug abuse, I recommend measures that would:

- **Expand the Drug-Free Schools Program.**  
Currently, 95 percent of our school districts participate in this program. I would like to see this figure increase to 100 percent of Kansas school districts by 1991.
- **Add two new Regional Drug Abuse Prevention Centers.**  
This would complete the Regional Drug Abuse Prevention Program begun in 1987, ensuring that all 12 regions of the state have access to drug prevention specialists and services.
- **Support training for at least one drug education law enforcement officer in each county.**  
All 105 counties should have a law enforcement officer trained in the internationally recognized Drug Abuse Resistance Education Program (DARE) by 1992. This extensive program teams officers and educators to warn youth about drug abuse. Currently, 23 counties have DARE-trained officers.
- **Support training for a drug education team in each school district.**  
Each of our 304 school districts should have a drug education team by 1995. Currently, 85 districts have such teams, which are trained by the Kansas School Team Training Program for Substance Abuse Prevention. To date, Kansas has trained more than 1,700 educators.
- **Conduct statewide alcoholism and addiction conferences.**  
Topics would include: Children of Addiction, Peer Leadership for Drug-Free Youth, and DARE.
- **Help private-sector employers fight drugs in the workplace.**  
State government will serve as a model of a drug-free workplace and offer assistance and expertise to private employers wishing to combat workplace drug abuse.

**Mothers and Youth**

I am committed to increasing alcoholism and addition treatment for two very

special groups, young people and mothers.

The use of alcohol and drugs when pregnant or nursing poses a severe threat to both the mother *and* her child. Maternal alcohol and drug abuse is one of the leading preventable causes of infant mortality and birth defects.

Some of these women are not sufficiently aware of the dangers they subject their infants to by using drugs. Other mothers may want to quit but need help to kick their addiction.

These needs will be addressed by the following:

**Additional drug treatment programs for indigent youth.**

Our goal is to intervene early in the lives of addicted youth, thereby preventing wasted lives and potential due to alcohol and other drug addiction.

**Significantly increased drug treatment services for women, with priority given to expectant and nursing mothers.**

Alcohol and other drug use while pregnant or nursing is a leading cause of birth defects and infant mortality. Yet this is a problem that is increasing among Kansas mothers. Each month in Wichita, for example, an estimated 10 cocaine-addicted babies are born. Similarly, it is estimated that 8 percent of the babies born in Kansas City are cocaine-addicted.

**Special neighborhood outreach programs aimed at pregnant mothers in drug abuse target areas.**

The programs will be coordinated and supervised by selected Regional Drug Abuse Prevention Centers. Neighborhood outreach workers will provide peer support, education and services for drug-addicted pregnant and new mothers -- explaining the impact of drugs and alcohol on babies, and helping the mothers to obtain drug treatment, transportation to medical appointments, follow-up support and other services.

**Three new drug treatment facilities especially for women and children.**

The residential centers, located in Topeka, Abilene and Newton, are especially designed to serve women with children. Child care is provided while the mothers attend drug treatment, and the children may live at the facility with their mothers.

*Our DUI laws are more comprehensive than those of 47 other states. I am proud that we are at the*

■ **Research into the incidence and treatability of alcohol and drug abuse among pregnant and nursing mothers in Kansas.**

Because this is a vital concern, and because the reported incidence of drug abuse and fetal alcohol syndrome among our newborns is increasing at an alarming rate, I will take immediate steps to initiate a study of this distressing phenomena. The study will be coordinated with Kansas hospitals and health care professionals, and a preliminary report will be due by December 1990. This will help define the scope of the problem and identify additional policy responses.

### **Continuum of Care**

I salute the dedication of Kansas alcoholism and drug addiction counselors and support their work to further professional standards for this important field. The entire continuum of care is critically needed to ensure a comprehensive program of treatment services. The continuum can be improved by:

- **Expanding drug treatment services to reduce waiting lists.**  
This will reduce the backlog of those waiting for treatment, thus encouraging and allowing people to get help when they need it.
- **Requiring treatment centers to offer follow-up counseling.**  
I propose that all state-funded drug treatment centers be required to provide at least one year of aftercare for each patient who completes an alcohol or drug treatment program. This is important follow-up increases the odds of a successful recovery.
- **Increased monitoring of state-funded treatment effectiveness and follow-up.**  
This would help to ensure cost-efficient and comprehensive treatment services.
- **Increased funding of state treatment programs.**  
This would help treatment centers to upgrade staff pay, facilities and efficiency.

### **Combatting Drunk Driving**

The fight against drunk driving is another strong commitment in the State's battle against drug abuse. I am proud that Kansas is at the national forefront of DUI legislation. In fact, the strength and effectiveness of our comprehensive DUI laws place us ahead of 47 other states in this area.

Kansas alcohol-related traffic fatalities and accidents have decreased the past three years while DUI arrests and convictions have increased. Still, more can and

*national  
forefront  
of  
DUI  
legislation.*

*Government  
cannot win  
a  
war on  
drugs.  
We need  
the  
help of  
every  
caring  
Kansan.*

must be done to combat drunk-driving. To further this effort I propose:

- **The most ambitious expansion of DUI breath-testing equipment Kansas history.**  
By 1991, 72 counties will have standardized breath-testing machines, a 125 percent increase over 1988.
- **Expansion of the state's comprehensive DUI training for law enforcement officers.**  
By 1992, all 5,000 full-time and part-time officers will have completed the standardized training program.
- **Expanded DUI prosecution and adjudication training.**  
This would provide training for city, county and district attorneys and municipal and district court judges. As state DUI laws are expanded, appropriate training for our prosecutors and judges is necessary if they are to keep pace.
- **Innovative DUI prevention programs for student leaders.**  
Far too many youth are involved in drunk-driving crashes. By providing leadership training to our youth, we will help them to exert peer pressure to not drink and drive or use other drugs.

Strong DUI laws, improved law enforcement training and equipment and drunk-driving prevention activities will help to further reduce the threat of the drunken driver on our streets.

### **Coordination of Services**

Our Toward a Drug-Free Kansas plan continues to be balanced and comprehensive in scope. I will assure the coordination of anti-drug initiatives at the highest levels of state government.

I am requesting that you make a thorough review, with the Kansas law enforcement community, to determine the advisability of two automobile license plates in the fight against drugs and drunk driving.

But government alone cannot win a war on drugs. We need the help of every caring Kansan who is willing to accept the challenge of working toward a drug-free Kansas.

Parents must be informed so they may talk knowledgeably with their children about alcohol and drug abuse. Educators are needed to assist in this effort, and churches and religious organizations can help by establishing a revived moral climate against drugs.

Employers are needed to promote drug-free workplaces. And every civic, social, fraternal and professional organization can play an important role in the prevention and reduction of alcohol and drug abuse.

We must work together to support the trust and hope that has been expressed by Kansans of all ages and which is typified by a poster I received from the children

in Mrs. Berg's Just Say No Club for elementary students in Salina that reads, "Together We Can Make Kansas Drug-Free."

# Challenges

## Agriculture

This administration's emphasis in the field of agriculture has been the field of agriculture has been twofold -- environmental protection and the expansion and enhancement of our existing agricultural industry.

Agriculture, like other industries, is changing. We must be poised to take advantage of world market trends and the latest scientific and technological developments if Kansas is to remain strong and competitive in this field.

I am pleased that our Board of Agriculture stresses creativity and innovation in its approach to this challenge.

In addition, I congratulate the Board and our Kansas producers and farmers on their collective efforts to pursue an environmentally sound posture -- a posture which respects the environment and the future of our natural resources.

### **An Agricultural Agenda**

I believe an ecologically sound agenda for agriculture is critical to our future and our quality of life. Last year we supported and the Legislature enacted two key pieces of environmental agricultural legislation: SB 3, which established pesticide management districts, and SB 2, which improved existing chemigation laws.

This legislation will help to limit and contain potential environmental damage caused by pesticide use and further protect our groundwater from chemical contamination.

There are several additional steps we can take to protect and conserve our environment, and after careful review I am recommending a three-pronged effort, which includes:

- Biodegradable plastics legislation;
- Tougher enforcement of pesticide use law; and
- Use of clean fuels.

### **Biodegradable Plastics**

*Good farmers are good environmentalists.*

The Board of Agriculture and the Department of Health and Environment are exploring legislation requiring the sales of biodegradable plastics in certain items. Disposable diapers and other plastic products comprise up to 30 percent of the total volume of solid waste generated by Americans.

Normal plastic lasts indefinitely in landfills. But biodegradable products require six months to two years to decompose, depending on conditions such as moisture and temperature.

Encouraging the use of biodegradable plastics would yield the additional benefit of economic development for Kansas, because biodegradable plastics frequently are made with agricultural commodities.

Several other states already have banned non-biodegradable plastics and I believe Kansas would be well-served, both environmentally and economically, to follow suit. Such mandates could be phased in over several years to provide manufacturers with sufficient notice.

### **1990 Farm Bill**

The 1990 Farm Bill will have a tremendous effect on the Kansas agricultural economy. Because of its impact on the state, I have become deeply involved in suggesting policies that would be good for Kansas. I am urging Congress to allow far greater flexibility in crop planting, for example, so that producers are allowed to farm for the market and not for the government.

I am urging the expansion of the Conservation Reserve Program to include environmentally sensitive areas. Furthermore, we absolutely must maintain our place in the international market. A key tool in the fight for markets is the Export Enhancement Program. This program must be maintained and, if possible, enhanced.

A key for agriculture will be new technology, and I have urged support of research and extension funding.

The 1985 Food Security Act was landmark legislation that was generally well received by Kansans. The next Farm Bill should build on this success. I pledge my effort in this regard.

### **Pesticides**

Another area of environmental concern involves the dangerous or improper use of pesticides, both in urban and rural areas of our state.

To address this problem, last year I authorized additional resources for the Board of Agriculture to enforce Pesticide Use laws. As a result of that action, the Board now has civil penalty authority to levy fines against pesticide offenders.

In addition, the 1989 Legislature approved increased field enforcement staff and a special Board of Agriculture prosecuting attorney to enforce pesticide laws. To date, the special attorney has already taken action in 15 cases of alleged pesticide misuse.

I recommend that these efforts be continued at their present level of funding, for they represent another weapon in an escalating warfare against environmental

*Kansas  
will  
take a  
leading  
role to  
promote  
the use of  
clean  
fuels in the  
Midwest.*

degradation.

I strongly support the toughest possible enforcement of our pesticide use laws, for without such protection we risk grave and often irreversible damage to our groundwater and our general environment.

## **Clean Fuels**

The third area of an environmentally sound agenda concerns the use of clean fuels. Examples of clean fuels include: natural gas, methanol, ethanol (alcohol), and soybean oil. The use of clean fuels in Kansas would be enhanced by:

### **Clean Fuels in Mass Transit.**

The US Transportation Department, through the Urban Mass Transit Authority (UMTA), offers 80-20 matching funds to initiate the use of clean fuels in mass transit. I have asked the Board of Agriculture to work with the Topeka Transit Authority to secure federal funding for a pilot project to use ethanol and diesel to fuel several buses in its fleet.

### **Flex-fuel to Demonstration Vehicles.**

I plan to explore with other governors and the major auto manufacturers the leasing of two flex-fuel vehicles for state use. Such vehicles use either gasoline or clean fuels. California, for example, has available 400 flex-fuel cars. If Kansas were to lease two flex-fuel vehicles they could be used to promote the use of clean fuels.

### **A Consortium of States.**

Kansas will take a leading role to promote the use of clean fuels in the Midwest. I will establish a consortium of midwestern states to contact the major auto manufacturers to explore the use of flex-fuel cars for state fleets.

### **Ethanol in State Vehicles.**

I will reissue an executive order encouraging the use of ethanol in all state vehicles. An executive order to this effect was repealed under the Carlin Administration.

### **A Tax Credit for Clean Fuels.**

I will explore a tax credit for businesses and individuals who use clean fuels. Such a tax credit could be implemented in conjunction with an extension of the existing tax rebate for ethanol production. In the near future I also encourage development of plans to increase market demand for ethanol

*Our efforts  
to  
enhance*

via the tax system, rather than subsidizing production.

■ **Use of Other Alternative Fuels.**

In addition to ethanol, other agriculturally derived liquid fuels offer positive environmental and economic benefits.

Research has indicated that soybean oils, for example, can be burned in unmodified diesel engines with minimal impact on engine durability and exhaust emissions. The State currently is pursuing a soybean oil fuels project in Wichita, where there is a soybean processing plant. The soybean oil would be burned 50-50 in a mix with diesel to fuel buses.

Such demonstration projects broaden the public perception of agriculture's potential for energy production. They also enhance development of the commercial infrastructure. Ideally, such projects would be part of a larger effort to identify the most cost-effective method liquid fuels.

### **Agricultural Development**

My second area of emphasis is agricultural development. There are now 263 companies enrolled in the FROM THE LAND OF KANSAS food promotion. This program has helped to create jobs and spur growth in a number of areas throughout the state.

One example that is particularly heartening is in Sedan, Kansas, where the Chautauqua Hills Jelly Company was recently formed by 30 local people who pooled their resources to open a processing facility in a downtown storefront. They have created eight jobs, by processing local agricultural resources and directing their products to a gourmet marketplace.

It's very encouraging and heartening to see this type of bootstrap, community development.

### **Value-Added Processing Center**

Last year I called for a Value-Added Processing Center to be established at Kansas State University in Manhattan. That center is now operational and has provided general and technical assistance to 118 businesses and individuals. The center serves as a resource for Kansas farmers and producers who are either experiencing technical difficulties or who would like to expand or enhance their production capabilities. Value-added products are those which are grown or produced in Kansas -- like wheat or fruit -- and then undergo additional processing in Kansas -- the wheat is made into bread or the fruit into jam. In this manner, the extra commercial value of the product benefits Kansas, through additional jobs and income, rather than other states.

Since its opening the Value-Added Center has funded \$112,000 worth of projects, with current proposals pending for more than \$500,000 in additional value-added

*value-added processing in Kansas will benefit the state through additional jobs and income.*

*In less than a year, Kansas has acquired the world's largest processing plant for confectionary sunflower seeds.*

projects. Typical examples include: a sensory project to enhance the flavor and texture of Kansas fish, and a similar project to improve the quality and flavor of Kansas jams and jellies.

### **Canola**

Canola, otherwise known as "rape-seed," was commonly raised as a forage crop in Kansas in the 1920s. The crop failed to gain widespread acceptance in America, although it has been grown in Europe for thousands of years. Canola is enjoying a resurgence in America because it has been discovered that its seeds yield what some consider the most healthful vegetable oil on the commercial market.

America imports some 500 million pounds of canola oil a year, primarily from Canada and Europe. This equates to 250 million bottles on a grocer's shelf, and would require two 1,000-ton-per-day processing plants, with each facility employing 70 people to operate.

Canola oil represents an excellent market opportunity for Kansas, and I plan to offer special incentives during the coming year to encourage our producers to get involved. A feasibility study already is underway to explore the opening of a canola processing plant in Kansas.

### **Aqua Culture**

Another growing market nationwide involves aqua culture, the controlled production of fish and water-based crops.

Aqua culture, now a \$1.8 million industry in Kansas, represents a tremendous economic opportunity for our state. Growth rates in sales dollars of 50 percent. America's annual per capita consumption of fish has increased from 12.8 pounds in 1980 to 15 pounds in 1988. To meet this growing need, the United States imports 3 billion pounds of fish a year.

The Kansas Board of Agriculture is aggressively pursuing the field of aqua culture, to determine how Kansas producers may better tap into this rich and growing market.

### **Sunflowers**

Last year I supported the establishment of a confectionery sunflower plant in Colby, Kansas. Confectionery sunflowers are used to produce the salted sunflower seeds commonly sold in grocery stores, as opposed to the sunflowers which are pressed to produce cooking oil.

Now I am proud to give you a progress report on this operation.

In less than a year, the Colby plant is up and running at full potential. Kansas can now boast the world's largest processing plant for confectionery sunflowers. This speaks to the credit of our Board of Agriculture, which again has exploited a growing world market for a local agricultural product, thereby bringing additional jobs and revenue to Kansas.

## **New Uses of Ag Products**

Another area of agricultural development involves a multi-state cooperative effort. Kansas, Nebraska, Iowa and Missouri recently co-hosted a "New Uses of Agricultural Commodities Conference." The conference examined midwestern commercial possibilities for new uses of agricultural commodities, an area which harbors great potential for Kansas farmers.

As a result of this cooperative effort, I was present when President Bush signed the law for a change in federal legislation which allows the planting of industrial use crops, as well as canola, on program crop acreage without a farmer losing his base.

Examples of new uses for agricultural products include:

- **Soybean oil for dust control, printers ink.**  
Soybean oil is an environmentally safe carrier for chemicals, and therefore is used in manufacturing as an industrial dust-control agent. It also is a leading ink choice of printers because it yields exceptionally brilliant colors.
- **Wheat starch for personal checks.**  
Wheat starch may be used for the carbonless part of personal checks, replacing a chalk mineral mined outside of Kansas.
- **More uses for beef by-products.**  
By-products from Kansas' beef slaughtering industry may be used to produce hemoglobin and other pharmaceuticals.

## **Children and Families**

The future of our children and families has always been of paramount concern to me. In 1988 I appointed a Governor's Commission on Children and Families, to identify key problems and offer policy suggestions in this very important area. Thanks in part to the work of the Commission, Kansas has made substantial strides in assuring the health, education and welfare of our children and families. We have increased the availability of child care, enhanced nutritional assistance and other support programs for low-income families, strengthened our child abuse laws and implemented a child abuse hotline.

### **Our Children and Families**

Many of the recommendations of the 1988 Governor's Commission on Children and Families have been incorporated into state policy. These recommendations addressed needs ranging from coordination of state services to enhancement of existing programs.

Highlights of my program package to help Kansas children and families include:

### **Office of Children and Families**

At the Commission's recommendation, I have created a special Governor's Office of Children and Families. This office will focus the attention of the Governor's office on such issues as affordable child care, infant and maternal health, early intervention programs and the economic conditions of Kansas families.

The Office of Children and Families will act as a resource and referral point for state agencies, private groups and other concerned citizens seeking information or assistance in this area.

The mission of this office will include:

- ◆ Serving as a resource and referral contact for those seeking information on available child care.
- ◆ Assisting in the development of child care services for families at all income levels.
- ◆ Identifying incentives and funding sources to encourage the provision of child care.
- ◆ Investigating the cost and availability of liability insurance for child care providers.
- ◆ Investigating all matters relating to child welfare, including: foster care, family preservation, child abuse and neglect, child care, youth development and family support services.
- ◆ Investigating the economic conditions of Kansas families, including: the economic security of homemakers and women in the labor force; employment opportunities for women; barriers to the full participation of parents in the workforce; and programs and services related to women and families.
- ◆ Assisting private employers who wish to start up or subsidize employee child care.
- ◆ Pursuing federal and private funding for the development of child care centers, children and families support programs and related efforts in this area.

*Kansas has made substantial strides in assuring the health, education and welfare of our children and families.*

*A new 24-hour child abuse hotline and expansion of the*

The State of Kansas has received national recognition as a leader in welfare reform as a result of its 1988 KanWork Act. This legislation has given Kansas a two-year headstart in the implementation of the federally mandated JOBS program.

KanWork has provided opportunities to needy Kansans through the support services of child care, education and job training, medical care, family programs and transportation. Since its creation in 1988, the program has helped more than 1,800 KanWork clients achieve self-sufficiency through job placement.

Key to the success of the KanWork program is the coordination it has fostered among state agencies -- the Department of Social and Rehabilitation Services, Education and Human Resources -- and the partnership it has created among state government and private employers.

Literacy, adult education and vocational education are critical in the self-sufficiency plans created for the clients. KanWork ensures the needed education and training necessary for placement in meaningful jobs with acceptable pay. KanWork currently operates in 4 counties. Because of the outstanding success of the program, we will expand into seven additional counties this April, as approved by the 1989 Legislature.

## **Our Youth**

We have made significant gains in providing services to the youth of our state. With legislative support and approval, we have provided statewide liability insurance coverage for foster parents.

## **Child Abuse Prevention**

Like other states, Kansas has seen a rise in the incidence of child abuse and neglect over the past decade. To cope with this problem, I have established a 24-hour, toll-free hotline to receive reports of suspected child abuse and neglect. The hotline is staffed by a full-time social worker and seven part-time staff and each call is answered promptly and referred to the appropriate Area Office for investigation.

The Parents As Teachers program, which is a priority for this administration, will also help to curb the incidence of child abuse and neglect through parent education and support.

Additional staff to support intensive family services, in an effort to prevent out-of-home placement of at-risk children, was authorized for 12 Kansas counties. While the State's Family Preservation Program is still in its infancy, the first three months show a marked decrease in the number of children placed in foster care.

## **Rehabilitation**

As Kansas enters the 1990s, we must recognize that people working in rewarding and meaningful jobs will be our greatest assurance of future prosperity. The workforce is shrinking and this will make it more difficult for industry to hire the employees that it needs. Therefore, it is essential that Kansas invest in human

*Parents as Teachers program will help Kansas to curb the incidence of child abuse and neglect.*

capital by:

- ✓ Strengthening our educational system;
- ✓ Improving training opportunities for disadvantage individuals;
- ✓ Expanding transition planning to help special education students achieve employment; and
- ✓ Maintaining a strong rehabilitation program for persons with mental or physical disabilities.

### **Special Communications System**

Another example of successful state and private partnership involves communication for hearing and speech impaired Kansans.

The Kansas Commission for the Deaf and Hearing Impaired and the Kansas Corporation Commission will establish a telecommunications system to enable individuals with speech or hearing impairments to communicate by telephone. An estimated 184,500 Kansans are hearing-impaired, and another 35,000 Kansans are speech-impaired.

When the system begins operating in May 1990, Kansas will be one of only 10 states to provide such a statewide message relay service.

A message relay center, which will be available 24 hours a day, seven days a week, will be established. The center will be staffed with specially trained operators who will relay messages between individuals who can hear and individuals with speech or hearing impairments.

Persons who are speech- or hearing-impaired will be able to access the system by ordinary telephone. The relay operator will receive the original call, call the requested party by phone or TDD and relay the messages and responses word for word.

### **Mental Health**

I realized the need for improvement and reform of the mental health system in Kansas and appointed the Governor's Task Force on Mental Health Reform in 1988. After an extensive study, the Task Force has made a number of recommendations to improve and reform the system.

One of the most significant recommendations is for the development of an incentive funding program for decreased state hospital utilization. In order to focus on the real, long-term need for transferring funds from hospitals to communities, I will appoint a study group of experts to work in conjunction with SRS and the Kansas Mental Health Service Planning Council to establish a mechanism to develop such a program.

One of the other major challenges set forth by the Task Force is in the area of human resources. Moving young people in their career choices, toward

*A new statewide relay system will help speech- and hearing-impaired Kansans communicate by telephone.*

community support work for the mentally ill, is perhaps the biggest challenge Kansas faces in this field.

The Task Force recommended the creation of a special council of representatives of the public mental health system training institutions in Kansas, including the University of Kansas Medical School in Kansas City and Wichita and the Menninger Foundation, to explore ways in which professional staff, including psychiatrists, can be encouraged during their training to work in the public mental health section in Kansas. This dovetails with the expansion of case management services recommended by me and approved by the Legislature.

### **Future Direction**

The satisfaction and dignity of employment and self-esteem are basic values that must be available for all Kansans. As we meet the 21st Century, changes in the workforce will create new opportunities for disabled individuals who have traditionally been shut out of the labor market.

Kansas will certainly benefit from this change: people with disabilities who are employed are less dependent on the government and contribute to the economic well-being of their communities and their state.

As changes in the workforce occur, enhanced teamwork between the public and the private sector, and between federal, state and local government, will help disabled and disadvantaged Kansans to achieve education, employment and self-sufficiency.

## **Crime and Public Safety**

Of paramount importance to the quality of life in Kansas is the state's ability to ensure the public safety of its citizens. This emphasis on public safety must be continued. Toward that end, this administration has been diligent in its effort to provide a strong corrections system. However reluctantly, the state must meet its obligation to provide for what has been a rapidly escalating prison population. In recent years Kansas has suffered from tremendous prison overcrowding. This is not just a problem for inmates and prison officials. Overcrowding threatens the public safety of all Kansans and has prompted court orders to alleviate the overcrowding.

### **Prison Improvements**

We have accomplished many recent improvements in our correctional facilities designed to better manage our prison populations. These improvements have allowed us to heighten public safety.

Last year, at my urging, the Legislature approved the construction of two new prison facilities: a maximum security prison which is planned to be built at El Dorado, expandable to 1,400 beds, and a mental health transitional facility at Larned to house 150 inmates.

We also have brought on line new correctional facilities in Stockton, Norton and

Hutchinson, along with expansions at Ellsworth.

These new facilities will play a critical role in our ability to maintain public safety, and my budget recommendations provide for their ongoing operations. Many of our state's prison inmates have been incarcerated as a result of drug abuse. The Department of Corrections has instituted a major program to fight this problem. Their efforts are being carried out consistent with my administration's overall anti-drug abuse program.

### **Youth Center At Topeka**

Another new public safety action that has been taken involves the Youth Center at Topeka. Chronic problems involving escapees from the Youth Center have been addressed with the construction of a new fence to better secure this state facility.

Residents living near this facility now have added security that has been long overdue.

### **Restoring Capital Punishment**

This year I am again urging the Legislature to respond to the overwhelming support of Kansas to restore capital punishment in our state.

For most of our state's history, we have had a law allowing for capital punishment. This has appropriately been utilized only in those cases involving the most heinous crimes.

For such crimes as first-degree murder, the killing of the law enforcement personnel and drug-related murders, capital punishment should be available under our criminal justice system.

I urge the Legislature to be responsive to overwhelming public sentiment and restore capital punishment.

It is time that our system of criminal justice take into consideration the agony and despair of the victims of heinous crime. Restoring capital punishment won't bring back the loved ones they've lost at the hands of criminals, but it sends a powerful message that such criminal acts committed in Kansas will be met with the harshest of penalties.

The right of victims of crime must be elevated and capital punishment restored. Our state has debated restoration of capital punishment since 1972, when the U. S. Supreme Court struck down a death penalty law in another state that was the same as Kansas law. That action abolished capital punishment in Kansas. During the previous administration, on four separate occasions legislation restoring capital punishment was passed by the Legislature and vetoed by the former Governor.

I pledge to you my strong commitment to sign a constitutional capital punishment bill.

### **Juvenile Justice**

I also am recommending instilling a strong dose of reality into our juvenile justice system. We all have heard tragic accounts of a 14- or a 15-year-old committing a crime of almost incomprehensible brutality and cruelty. We all are outraged when

*I urge the Legislature to reduce the age when a person may be tried as an adult for certain heinous crimes.*

we realize that the attacker will be treated as a juvenile and released when he or she reaches the age of 21.

I am calling for an end to this practice. I urge the Legislature to reduce the age when a person may be tried as an adult for certain crimes from 16 to 14, and to reduce the age when a person may be tried as an adult for all crimes from 18 to 16.

The specific crimes for which a 14-year-old may be tried as an adult should be determined after careful consideration by the Legislature, but it is clear that crimes such as murder and rape must be included.

Closely related to this proposal, I also urge the Legislature to consider legislation to allow the retention of certain juveniles who are convicted of crimes and are not yet ready to leave state institutions on their 21st birthday.

Important improvements have been made in recent years in the area of victims' rights. However, a gap still exists when someone is the victim of a serious crime committed by a juvenile. I urge the Legislature to consider extending the notification rights to those individuals who are victims of a crime which would have been a Class A, B or C felony if committed by an adult.

## Economic Development

The Department of Commerce, Kansas Inc. and other state agencies continue to exert a powerful force for the improvement of economic opportunities in Kansas.

### **Business Growth**

Kansas continues to make broad gains in several industries and trade markets, including the international trade market. A new Kansas-Manitoba trade agreement will help to foster trade, tourism and good will between our state and the province of Manitoba, Canada.

The creation of a Trade Fair Assistance program offers small businesses interested in entering or expanding their export market an opportunity to market their products or services in foreign trade shows. Since July of 1989, the program has helped 30 Kansas businesses attend international trade shows and market Kansas products overseas.

The Trade Development Division, now in its third year of operation, continues to serve Kansas and its economy by creating new and additional opportunities for business and industries.

The Kansas Lottery has made significant contributions to the State. I am urging the Legislature to reauthorize its operation.

### **Existing Industry**

The Division of Existing Industry Development provided more than 12,500 contacts for assistance in business development in 1989. This assistance was provided by the Department's six regional offices.

*Kansas continues to make broad gains in several industries and trade markets, including the international trade market.*

In 1989, a cooperative venture with Southwestern Bell Telephone provided the Department of Commerce with the opportunity to enhance its resources with a new publication, *Steps to Success: A Guide to Starting a Business in Kansas*. More than 10,000 copies will be distributed to Kansas entrepreneurs this coming year.

The Department also developed a complete Business Retention and Expansion Program, for implementation by smaller, rural communities. This program will help communities follow up on business efforts.

The Office of Minority Business Affairs continues its important role. In 1989, the office published a new directory of minority-owned and women-owned businesses. It also participated in more than 20 conferences, seminars and workshops to assist minority- and women-owned businesses.

In 1990, the office will continue to foster an environment to support the growth, prosperity and retention of Kansas minority businesses.

### **KDFA**

In the three years since its establishment in 1987, the Kansas Development Finance Authority (KDFA) has provided much needed assistance to state government through the financing of major capital improvement projects such as prisons, office buildings, university dormitories and parking facilities, and the renovation to the State Fair grandstand. Through the use of innovative financing techniques and competitive procurement of services, KDFA has produced long term budgetary savings of more than \$10 million over the last three years.

This year, for example, KDFA used zero-coupon bonds to finance dormitory improvements at Kansas State University in order to provide Kansans with a useful, affordable way to save for college tuition, and saved K-State over \$300,000 in the process. KDFA is also providing the financing for the state match portion of the federally-funded Kansas Water Pollution Control Revolving Fund Program, which makes low interest loans to municipalities for construction of wastewater treatment facilities. By developing a unique line of credit approach to financing the state match, KDFA has saved the state over \$1 million.

KDFA is continuing to work with local financial institutions to find ways to improve the accessibility of affordable long-term capital to small and medium-sized businesses in the state. With success in this area, KDFA will achieve all of its major objectives.

### **Industrial Development**

The Industrial Development Division continues to develop new programs for generating industrial prospects for Kansas.

One program of note involves target industry marketing. The Division aggressively recruits specific industries through direct mail, personal visits, targeted industry trade show participation and in-state industrial tours.

The Kansas Industrial Training-Retraining Program, a major component of the Industrial Development Division, provided training funds to support 4,888 jobs

created by the location of new businesses in Kansas and the expansion of Kansas companies. This program also funded retraining for 537 Kansans, enabling them to remain in the state's workforce.

Total program funding, including an \$800,000 supplemental appropriation from the 1989 legislative session, was \$2.75 million. All funding was expended at an average cost of \$457 per new job created. These efforts, coupled with outstanding cooperation with local development groups, have yielded significant increases in new jobs and investment in Kansas.

A good example is Superior Industries in Pittsburg. Superior is constructing a \$50 million automobile wheel plant that will eventually employ 750 people. Another success is the attraction of Yuasa Battery to Hays. This firm will invest \$10 million in the community and employ 200 Kansans.

### **Venture Capital**

The venture and seed capital areas continue to be active components of state economic development activities.

Venture capital is high-risk investment, but with potentially high returns based on the expected growth of a company. Venture capitalists invest in all business stages, from start-ups to acquisitions.

Venture capital conferences, co-sponsored by the State, have allowed 40-50 percent of the presenting companies to receive some form of financing after making a presentation.

With the success of Kansas' venture capital programs, the Legislature last year enacted several economic development initiatives. The credit ceiling was increased from \$24 million to \$50 million for investment in venture and seed capital programs eligible for tax credits.

In addition to improving the availability of risk capital for our businesses, these programs have helped to keep investment money in Kansas, rather than losing it to out-of-state investments.

### **Kansas Inc.**

Kansas Inc.'s 1989 economic development policy agenda helped to forge new initiatives and strengthen existing programs in developing a more competitive and vital Kansas economy.

Eight of the Board of Directors' eleven recommendations were enacted into law during the 1989 legislative session. These include all of the major economic development initiatives of the session.

Kansas Inc. will continue to evaluate and analyze areas in which Kansas can improve its competitive position. Many issues of importance will be addressed during this 1990 legislative session. These will include workforce training, an issue which has long-term consequences to Kansas' economic vitality; reappraisal and classification; and Kansas' oil and gas industry.

### **Rural Development**

*1990 has  
all the  
markings  
of  
what could  
be a  
banner  
year for  
travel and  
tourism in  
our  
state.*

Last year in my State of the State Message I recommended the creation of a Rural Assistance Center. This Center has now been established and represents a successful public-private joint venture.

The Center serves as a resource and referral service for rural Kansans. The Center acts as a single point of contact for Kansans who want information on, and access to, government programs and services.

The Center utilizes a toll-free hotline, 1-800-KAN-DIAL, to provide statewide access. During its first five months of operation about 350 Kansans received help from the Center's toll-free hotline.

The Center's clients represent the diverse interests of rural Kansas - business owners, local elected officials, civil servants, farmers, students and homeowners. The Center provides assistance on issues ranging from business start-up and finance to inter-governmental relations.

One Center success story involves Fall River, a small community of 173 persons in search of a physician. The only local doctor had passed away, leaving the community without medical service. The Center helped this community obtain the technical assistance it needed to recruit a physician to staff its clinic on a regular basis.

### **Travel and Tourism**

1990 has all the markings of what can be a banner year for travel and tourism for our state. Our state will receive national attention as we celebrate the centennial of the birth of Dwight D. Eisenhower.

Activities are planned throughout the state to highlight the many accomplishments of this outstanding native son. I encourage all Kansans to take part in what promises to be a remarkable and rewarding centennial.

The travel and tourism industry in our state continues to grow and expand. Our beautiful state continues to attract additional visitors for longer stays. With the assistance of the Coleman Company, the state's "Linger Longer" promotion has generated a record number of visitors to the state -- more than 9,000 of whom participated in the Linger Longer program.

The Hayden family was pleased to play a leadership role last year in promoting travel and tourism in the state through a series of Kansas "mini-excursions." Our family traveled throughout Kansas during the summer months to highlight and showcase many of the outstanding attractions of our state. We are proud of Kansas, and through this program we hope to have encouraged others to enjoy Kansas!

Taking the Kansas message to those who live in other states has been a new focus. For the first time, funds have been made available for out-of-state advertising. We hope this campaign will be as successful for Kansas as it has been for other states.

Another initiative underway is that of a comprehensive market research study on travel and tourism. The results of this study will be an important tool in our efforts to better promote Kansas.

## The Elderly

We must make certain that our senior citizens receive the dignified care they deserve.

### Senior Care Act

Last year I recommended the implementation of the Kansas Senior Care Act in order to provide a coordinated system of homemaker and personal care services to Older Kansans.

The goal of this program is to help senior citizens maintain an independent lifestyle for as long as possible, thereby avoiding premature institutionalization. Three pilot programs to aid this effort are now in operation in Kansas. However, the continued utilization of these programs has generated a waiting list for in-home services.

Consequently, this year I am recommending funding to expand the Senior Care Act to a fourth site. I also am recommending that the current local match requirement be retained, so that as many areas of the state as possible will be able to apply for this funding.

### Services for Seniors

We have made significant strides toward addressing the transportation needs of older Kansans by devoting a portion of the highway funds to the purchase of vehicles and coordination of services. These funds should not be tampered with. In addition, state funding necessary to match federal money for elderly transportation services should be allocated at the level necessary to maintain current programs.

### Employment Services

Finally, the employment needs of elderly Kansans must be acknowledged and viewed as an opportunity. As the number of elderly Kansans continues to increase, it is imperative that we harness the energy and the expertise of the older members of our communities.

Making it possible for those who have finished their first careers to continue to work serves two very important purposes -- it enables us to allocate our limited resources to programs benefitting Kansans who most need state assistance, and it offers employment opportunities to older Kansans.

I am recommending that funding for the *Older Kansans Employment Program* be maintained at the current level. This program is established and has proven an effective means of helping senior citizens to remain active, contributing members of our communities.

### Nursing Homes

I am recommending that those activities relating to the prevention of abuse,

*Our goal is to help senior citizens maintain an independent lifestyle for as long as possible.*

neglect and exploitation of senior Kansans in institutional settings be brought under the regulation of the Kansas Department of Health and Environment.

### **Division of Assets**

In May 1988, I signed into law an important and ground-breaking piece of legislation which has helped to protect elderly couples from the high cost of institutional care.

The Division of Assets Law permitted a married couple to divide their combined income and resources when either the husband or wife had to enter an institution for long-term care. This law helped to protect a portion of the couple's income and resources for the remaining spouse. Since signing this bill, Kansas has helped more than 700 elderly couples.

In October 1989, federal legislation went into effect which parallels our own state provisions and which provides for a higher level of protection for elderly couples when institutional care is needed. We can be justly proud of being in the forefront of the national movement to better meet the needs of those needing long-term care.

## Health

Maintaining and improving the health of Kansans has always been a primary concern of this administration. Kansas has a long and reputable history of excellent public health programs, and that tradition has continued during the past three years.

Good health is basic to all endeavors of State Government. We recognize the importance of preventative health programs, child immunization programs and health screenings for kindergarten students. Early intervention and prevention programs are both humanitarian, in that they reduce human suffering and misery, and cost-effective, in that they help to limit or avoid costly medical treatments.

### **Local Health Departments**

The first line of defense on many health and environmental issues is at the county level, in our local health departments. These dedicated health care agencies are called upon to provide a wide array of basic health services to thousands of Kansans daily.

I am recommending that we continue to fund local health departments at \$0.75 per capita. We have increased Aid-To-County funding some 44 percent in the last three years, and I will continue to make it a high priority in my budget.

### **Health and Environment**

The Kansas Department of Health and Environment (KDHE) continues to take a leading role in the support and enhancement of health programs throughout Kansas.

*One of the most important services we can offer our citizens is the ability to remain in their homes and still receive health care.*

## **Home Health Hotline**

One of the most important services we can provide our citizens is the ability to remain in their homes and still receive health care.

To aid in this effort, KDHE has established a toll-free hotline on home health care. The hotline offers information on health agencies which participate in the Medicare program. This service will improve the effectiveness of these vital health care providers to Kansans.

## **Rural Health**

One of our major concerns is the accessibility of health care for rural Kansans. We now have in place an Office of Rural Health, which grew out of a recommendation from the Governor's Task Force on the Future of Rural Communities.

This KDHE office serves as a focal point of our efforts to maintain and enhance health care services to rural Kansans.

An example of the office's success involves the Caney Municipal Hospital, a 24-bed facility in southeastern Kansas. Last year the hospital faced closure, due to a high Medicare patient mix and financial constraints.

Rather than close the facility and reduce access to medical care for the surrounding area, the hospital chose to experiment with an alternate approach. With the support of the Office of Rural Health, the hospital was able to merge with another health care facility 20 miles away, the Jane Phillips Episcopal Medical Center, and form an alternate delivery facility -- the Jane Phillips Caney Community Clinic. The project has been so successful that other rural communities have undertaken similar challenges.

There is great interest at the federal level in the Caney transition model. It must be emphasized that such a model represents the approach of one community to its health care crisis. There are undoubtedly many other ways to deal with rural health care, and we will be examining all possibilities in our drive to assure rural Kansans of quality and affordable health care.

## **Health Care Scholarships**

The shortage of Registered Nurses and Licensed Practical Nurses continues to plague health care in Kansas, most acutely in our rural communities. Last year we began a Nurse Scholarship Program to address this shortage.

As a result of the favorable response to this initiative, I am recommending funding to expand the Nurse Scholarship Program in FY 1991. This recommendation will keep Kansas moving towards an adequate supply of trained nursing personnel for rural hospitals and adult care facilities.

## **Medical Scholarships**

The Medical Scholarship Program has improved the supply of physicians in rural communities in our state. I am recommending additional medical scholarships in

FY 1991. I also am recommending certain adjustments in the medical scholarship program. These adjustments will increase the likelihood of physicians staying in Kansas to practice and decrease the chances of them paying off their scholarship obligations and moving out of the state. My recommendations include:

- Students who were awarded medical scholarships prior to 1986 will have increased flexibility in fulfilling their scholarship obligation by being able to practice anywhere in the state, except for the six largest counties.
- These students would be able to fulfill their scholarship obligation by practicing in a Veteran's Administration Hospital or by Administration Hospital or by practicing in local health departments or other non-profit clinics serving the underprivileged or indigent.

### **Statewide Health Care**

Last month I announced the establishment of a Governor's Commission on Health Care. This Commission will conduct a comprehensive review of all facets of the Kansas health care system, with particular emphasis on the availability of affordable health care.

This review will include: the cost and affordability of health care insurance, per-paid medical and hospital service plans, health maintenance organizations (HMO), preferred provider arrangements and government-sponsored programs. I have asked this Commission to identify inefficiencies and inequities in the current Kansas health care system, and to recommend any changes or innovations necessary to ensure that essential health care services are accessible to all Kansas citizens who need them.

### **Special Health Needs**

I am particularly concerned about the health of our young people. I believe we must focus our efforts on the reduction of teenage pregnancy. Consequently, I am recommending increased funding for human sexuality education and for adolescent health services.

In addition to caring for our young people, it is essential that we make certain our senior citizens receive the dignified health care that they deserve. As reported earlier in this Message, I am recommending that the authority for the investigation of abuse, neglect and exploitation of senior Kansans in institutional settings be transferred to KDHE.

*We must focus our efforts on the reduction of teenage pregnancy -- through human sexuality education and adolescent health services.*

The administration of justice is truly one of the firmest pillars of government, and this pillar is certainly strengthened by the innovations and initiative of the Kansas Judicial System.

The Kansas Judiciary has accomplished much in the last three years and continues to be nationally recognized as one of the country's most competent and progressive court systems.

### **Kansas Supreme Court**

The Kansas Supreme Court received national recognition in October of 1987, when it was awarded \$10,000 by the Foundation for the Improvement of Justice because of its significant progress in reducing delays in the state's trial courts.

The Court instituted time standards for judges in handling various kinds of cases; provided education and assistance to judges; "cross-assigned" district magistrate judges to handle cases in overloaded district courts; and issued judicial guidelines which shifted court philosophy so that judges, rather than lawyers were in control of the pace of court proceedings.

Kansas also was the first state in the union to implement statewide time standards for processing cases and has served as a model to the other 27 states which have followed with similar standards.

### **Sedgwick County District Court**

Sedgwick County District Court has been selected by the National Center for State Courts as one of six courts nationwide to be showcased as a model for timely civil case processing.

Judges and court administrators from across the country have visited the court to learn firsthand the techniques used to efficiently manage its caseload.

### **Other Innovations**

In October of 1989, the Kansas Supreme Court again received national recognition when the American Bar Association awarded it the "American Bar Association Jury Standards Award" for its Jury Management Program. Kansas was the first state in the union to adopt the American Bar Association's "Standards Relating to Juror Use and Management".

The Kansas Supreme Court also took the initiative to allow the use of audio and video coverage of Supreme Court proceedings and district court proceedings.

### **Future Direction**

We are proud of the record of innovation the Kansas Judicial System has established and will continue to support these programs which recognize the right to a speedy trial, making jury duty a little more manageable for citizens and allowing film coverage of court proceedings.

*The  
Kansas  
Judiciary  
continues  
to be  
nationally  
recognized  
as one  
of the  
country's  
most  
competent  
and  
progressive  
court  
systems.*

The 7-7-7 Program, now in its second year, seeks to enhance the recruitment and retention of high quality judges in Kansas through increased judicial salaries. Like the Regents' Margin of Excellence Program, however, the implementation of the third year of the 7-7-7 Program will have to be delayed until revenues dictate its affordability.

## Public Disclosure and Ethics

The broad topic of government ethics is an issue that has been in the public forefront this past year. I applaud and encourage attempts among all three branches of government to strengthen their respective codes of governmental ethics.

I am committed to ensuring the pursuit of ethical behavior throughout the Executive Branch. I am recommending the strengthening of the enforcement of the governmental ethics statutes.

In this regard, I have fully funded the budget request (C-level) of the Public Disclosure Commission. This shows my priority and concern. This is one of only a few agencies which was granted its full budget request.

A shortcoming exists in the current employee code of conduct in its lack of visibility and accessibility. The code is buried within the employee handbook and within the maze of rules and regulations and executive orders.

To remedy this situation, I am directing the Secretary of Administration to: assemble the code of conduct in a separate manual; make it mandatory reading for each new employee; and maintain acknowledgment records in employee personnel files, to be signed by each employee indicating they have read and understand the code.

In addition, I will be proposing legislation to make willful violations of the statement of substantial interest statutes subject to forfeiture of all retirement benefits for constitutional officers, Cabinet members, agency heads and legislators.

## State Employees

State employees are the most valuable asset in enabling state government to serve the needs of our citizens. Public service is a most honorable vocation yet our employees often face frustration as they strive to meet increased demands for governmental services within our limited resources. Clearly, employees are the life blood to the proper functioning of government.

Our goal is to attract and retain employees for public service. To accomplish this we must provide competitive wages and compensation that recognizes the importance of the service provided by our employees. Substantial progress has been achieved in the last three years.

## **Job Classification**

Even though the first year of my administration faced difficult fiscal constraints, the first portion of the Comprehensive Classification and Job Rate Study was implemented. Three years later, 73 percent of the current classified employees are in job positions for which classification actions have been completed. Progress with these important actions continues.

## **Pay Plan Changes**

The state pay plan has undergone significant change to reward our employees. We have increased the shift differential payments to our employees. Additionally, two pay increase steps have been added to each pay range. Also, our employees can now progress more rapidly up the pay steps. This change benefits not only employees with longer state services, it provides incentive for employees to stay in state service.

## **Longevity Bonuses**

In 1988 I recommended a longevity pay proposal to reward our employees with lengthy state service. While it was not enacted that year, I was pleased to sign the next year a bill that incorporates this significant recognition for service. This represents another step forward in retaining experienced personnel.

## **Employee Health Care**

The rapid escalation in recent years of health care costs has significantly impacted Kansans, employers and employees alike. However, the progress that has been made in the State's health benefit plan has mitigated this impact for state employees.

Last year we were able to avoid increases in employee dependent health premiums for the indemnity plan. This year the increases, though significant, were less than other state and national averages. For the 1991 plan year, the State has increased the dollar amount of the indemnity plan subsidy for family coverage to further mitigate the impact on employees.

The HealthQuest program my administration initiated has provided health-risk appraisals, wellness classes and related information and services for state employees. In addition to helping to improve the health and well-being of state employees, these measures represent potential cost-savings in terms of a reduction in future health care costs for employees.

## **Future Direction**

The State is continuing its efforts to attract and retain highly qualified personnel. These efforts include:

- ✓ Full funding for continued pay step increases for classified employees.

- ✓ Full funding for the payment of longevity bonuses for classified employees.
- ✓ A one and one-half percent across the board increase in all pay scales for classified employees.
- ✓ Implementation of classification and job rate studies for licensed practical nurses and Kansas Highway Patrol master troopers.
- ✓ Increases in the dollar amount for the health indemnity plan subsidy for family plan coverage.
- ✓ Implementation of the dependent care assistance program and expansion of the direct deposit of payroll program.

## Transportation

1989 was a busy and challenging year for the Kansas Department of Transportation (KDOT). A highlight of the 1989 Legislature was the enactment of the Comprehensive Highway Program, a \$2.65 billion program to improve 1,600 miles of existing state highways.

The increased funding will expedite the paint schedule on bridges from the present 99-year cycle to a 20-year cycle. In addition, all communities had an opportunity to compete for funding in the \$600 million system enhancement program.

The Comprehensive Highway Program office was established to monitor construction progress. To speed construction, a 20 percent reduction in preliminary engineering time has been ordered and achieved.

### Past Accomplishments

Transportation needs of senior citizens and disabled Kansans have been addressed with a special \$390,000 Transportation Services to the Elderly and Handicapped fund, part of the Comprehensive Highway Program. Last year KDOT conducted public hearings in Wichita, Hays, Topeka, Dodge City and Pittsburg on the subject of how to gather citizen input on the distribution of the new highway funding. Another component of the program permits state highway construction contracts to be set aside for competitive bids by disadvantaged businesses. Seat belt safety received a boost in 1989, when the Legislature mandated the use of child safety seats and seat belts for children up to age 14.

### Fast Track Projects

*A highlight of this administration is the \$2.65 billion Comprehensive Highway Program.*

KDOT immediately took the challenge provided by the comprehensive highway program and \$60 million in "fast track" projects in the FY 1990 construction schedule, which totals \$291 million. KDOT won the race against inflation on these projects. This early start took advantage of the provisions of HB 2014, the highway bill.

### **Financial Excellence**

KDOT is the first state transportation department in the nation to receive the Certificate of Achievement for Excellence in Financial Reporting. The Department received the award for its FY 1988 Comprehensive Annual Financial Report.

Unlike other states, Kansas has been able to use the maximum spending authority for federal funds. As a result, last August KDOT received authority to spend an additional \$7.4 million on highway construction in FY 1990. Improvements in railroad crossing safety received a \$1.5 million boost from this additional spending authority.

### **Railroads**

The abandonment of rail lines in Kansas continues to pose a grave threat, especially for our rural communities. Since 1980 Kansas has lost more than 573 miles of railroad. Rail abandonment increases the wear and tear on our state highways, because more heavy trucks must be used to move freight previously moved by rail, and it represents an additional hardship for our struggling rural communities and businesses.

Last year I ordered a comprehensive, six-month study of rail abandonment in Kansas. The special task force charged with this study recently issued its findings in a report entitled "Kansas Rail Lines at Risk: A Report to the Governor on Rail Abandonment."

As a result, I approved the creation of a Bureau of Rail Affairs, to offer the public assistance in dealing with rail matters -- particularly agricultural and commercial concerns.

### **State Highway Program**

KDOT faces an exciting challenge with the highway construction made possible by the passage of HB 2014. This \$2.65 billion, eight-year program is the most far-reaching capital improvement project in Kansas history.

The new Comprehensive Highway Plan calls for the repair and restoration of 16 percent of the State's highway system. The program also will allow Kansas to make selected major improvements in its highway system, in partnership with local governments.

The projects eligible for funding consideration total approximately \$2 billion in estimated costs. About \$600 million is available in funding for these jobs based on the project breakdown outlined by the highway bill. The project requests far exceed the available dollars for funding.

The \$2 billion request includes \$392 million in bypass construction, \$432 million in new interchanges and \$1.18 billion in corridor improvements.

And, for the first time, the State will dedicate state funding to improve the transportation of our elderly and disabled citizens. To accomplish this ambitious agenda we will make a number of critical improvements in KDOT capabilities:

- ✓ The increased use of technology will be central to this success. State-of-the-art methods and materials will assure top-quality construction in a timely manner.
- ✓ Increased productivity will improve the efficient use of state resources. KDOT's *fast track* approach is a prime example. Nearly 265 miles of major highway modifications will be completed during FY 1990 -- one year ahead of projected schedule.
- ✓ Work processes will be stream-lined to improve management control. Examples of this effort include the enthusiastic pursuit of new methods and the skillful use of Kansas consultants and contractors.

At KDOT the goal is to continue to complete the highway projects in a progressive and timely manner. The citizens of Kansas will benefit from this work.

## **Aviation**

The State of Kansas has initiated an International Pilot Training Program, a cooperative effort involving: the Board of Regents; the Kansas College of Technology, the Air Service Training College of Perth, Scotland; the Departments of Commerce and Transportation; the Salina Municipal Government; the Salina Airport Authority and the Salina County Government. This joint venture will produce about 200 new jobs in Salina. The flying program is scheduled to begin in July of 1990.

The State of Kansas played a major coordinating role in the establishment of a new International Pilot Training Program at Kansas College of Technology at Salina.

This training program, conducted jointly with the Bricom Group Air Service training college of Perth, Scotland, will train approximately 100 pilots per year for major airlines.

Kansas College of Technology will provide flight training, ground school instruction, general academic courses, housing, and food service.

The first classes will start in mid 1990 and graduate, after approximately one year of training, pilots meeting airline transport standards of both the F.A.A. and the British C.A.A.

*A new international pilot training program in Salina will produce 200 new jobs and train 100 pilots per year for major airlines.*

## Conclusion

Always with me on my travels around this beautiful state, and on my journeys to the various summits and duties which call a governor out of state, are the values and beliefs I inherited from the Kansas culture and traditions of a small rural town in western Kansas.

There is something special about our state, perched as it is on the edge of the Great Plains, something passed down through generations of stubborn and hardy pioneers. That something is the frontier spirit, and I believe it burns as brightly today as it did when the first wagons rolled across the Missouri River.

Our early pioneers knew many a lean time -- hardships and hazards we can only dream of. But they stayed the course through it all. These early men and women, children and families, persevered to leave us the legacy we all enjoy today.

Now we must do the same for our future generations. Like our early settlers, we have fallen on lean times. Times which are all the harder to bear, falling as they do on the heels of a windfall year. But we must persevere.

The manner in which we respond to this challenge will determine the legacy which we, in turn, leave to our children and our children's children.

While we have established a strong record of accomplishment in the last three legislative sessions, we must have a vision, we must have a program. We must be prepared to move into the decade of the 90s and the 21st Century.

For this reason, I established the Governor's Commission on a Public Agenda for Kansas and named 17 distinguished individuals broadly representative of Kansas to serve on the Commission. Based on the advice of hundreds of Kansans, the Commission has selected seven issues for study:

- Environmental quality;
- Educational goals for the 21st Century;
- Educational governance;
- Organization of human resources;
- State and communities;
- Kansas economy; and
- Kansas families.

These issues are now under review and reports on each are should be available this summer. The work of the Commission should help Kansans and future lawmakers establish the next agenda for Kansas.

However, we must be realistic. We must be candid and recognize that there are unmet needs, and accept that this legislative session will be on the backdrop of an election year. The partisan maneuvering should not sidetrack us from the challenges which lie ahead. The secret is to stay on course.

As a former colleague of 14 years, I harbor a degree of nostalgia and a deep appreciation for the process and the essential role played by the Legislative Branch. It is the essence, the basic strength and vitality of our representative democracy.

On your shoulders rests the heavy burden of budgeting in a very lean year. Your

decisions will be critical, and no doubt painful, at times.

I wish you well in your deliberations, debate and decisions. I know your labors will be done with integrity, dedication and sacrifice.

This year we observe the centennial of the birth of one of our most cherished native sons -- soldier, president and statesman, Dwight D. Eisenhower. I can think of no more appropriate thought to leave you with than the following:

**"Our future is in our  
hands.  
Our prospects are  
limited  
only by our vision and  
our  
exertions."**

Dwight D. Eisenhower  
May 20, 1958

Thank you.

Transcribed from: *State of the state message: Mike Hayden, Governor, January 8, 1990.*  
[Topeka?, Kan. : Governor's Office?, 1990]

Transcription by Rita Troxel.

Images provided by Megan Schultz.

Editing and html work by Victoria A. Wolf,  
State Library of Kansas, December, 2006